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ABSTRACT

Sixty-four conference papers concentrate on a long range view of the future of higher education in America. A diversity of participants -- administrators, faculty, students, trustees, political leaders, lay citizens, minority groups, and women are represented. The presentations are grouped under (1) the View from the State of California; (2) the View from Washington; (3) Views from California; (4) Views on Minority Group Issues; (5) Views from the Associations; (6) Views from the Innovators; (7) Views from Inside and Outside; (8) Views from Outside: Case Study (Sangamon State University); (9) Views from Outside: Case Study (Temple University); (10) Planning for the Small College: Techniques of Comprehensive Planning; (11) Planning for the Large University; (12) Planning for the Health Sciences; and (13) Diversity, Efficiency, Mobility, and Otherwise Thinking (Concluding Summary and Overview). (Author)

ED 070166

FOCUS: 1980

PROCEEDINGS OF THE SIXTH ANNUAL CONFERENCE
SOCIETY FOR COLLEGE AND UNIVERSITY PLANNING

August 8-11, 1971
Sheraton-Palace Hotel
San Francisco, California

SCUP-6: Proceedings General Editor
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Berkeley, California 94720

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SCUP-6: Conference Speakers

Joseph ADAMS, Associate Dean, University of Oregon Medical School, Portland, Oregon

Joseph L. ALIOTO, Mayor, City and County of San Francisco, California

J. Max BOND, Jr., Bond Ryder Associates, Inc., New York, New York

Larry BRANDSTETTER, Student, Ohio State University, Columbus, Ohio

Father James T. BRENNAN, S. J., Director, Institutional Research, University of San Francisco, San Francisco, California

Webster C. CASH, Director, Office of Institutional Research, Fisk University, Nashville, Tennessee

Mrs. Allan E. CHARLES, Trustee, Stanford University

Harold CHASE, Professor, Political Science, University of Minnesota, Minneapolis, Minnesota

R. Damon CHILDS, Executive Director, Philadelphia City Planning Commission, Philadelphia, Pennsylvania

Jay S. CURTICE, Professor of Chemistry, Roosevelt University, Chicago, Illinois

Richard P. DOBER, Dober, Paddock, Upton and Associates, Inc., Cambridge, Massachusetts

John M. DOZIER, Vice President--Financial Affairs, Macalaster College, St. Paul, Minnesota

Samuel W. ELKINS, Director of Personnel, San Mateo Junior College District, San Mateo, California

James FLANNERY, House of Representatives, Ohio

William E. FORBES, Regent, University of California

Joseph FORESI, Professor of Administration and Higher Education, School of Education, San Jose State College, San Jose, California

SPEAKERS--continued

Norman C. FRANCIS, President, Xavier University of Louisiana, New Orleans, Louisiana

Richard F. GALEHOUSE, Sasaki, Dawson, DeMay Associates, Watertown, Massachusetts

Harold L. GOYETTE (President of the Society for College and University Planning), Director of Planning, Harvard University, Cambridge, Massachusetts

Alan C. GREEN, Educational Facilities Laboratory, New York, New York

Edith GREEN, House of Representatives, Washington, D. C.

Richard B. GRENFELL, Associate University Architect, University of California, Berkeley, California

William J. GRIFFITH, Director, Division of Campus Planning, Ohio State University, Columbus, Ohio

Don M. HILLIKER, Trustee, Ohio State University, Columbus, Ohio

John A. HUNT, S. W. Residential College, University of Massachusetts, Amherst, Massachusetts

William Travers JEROME, III, Vice President for Academic Affairs, Florida International University, Miami, Florida

Lawrence KLAINER, M. D., KMB Health Systems, Inc., Palo Alto, California

Naphtali H. KNOX, Director, Physical Planning and Construction, University of Chicago, Chicago, Illinois

Howard O. KRASNOFF, Director of Architecture, Temple University, Philadelphia, Pennsylvania

Lawrence LACKEY, Lawrence Lackey and Associates, San Rafael, California

George P. LEONARD, Trustee, Macalaster College, St. Paul, Minnesota

John G. LEPP, President, Marion County Technical Institute, Marion, Ohio

Ian R. MacGREGOR, Vice President, Planning, University of Akron, Akron, Ohio

SPEAKERS--continued

Richard Anthony MANGUM, California State Polytechnic College, San Luis Obispo, California

Thomas R. MASON, Director, Institutional Research, University of Colorado, Boulder, Colorado

Joseph H. McFARLAND, Director, Antioch College West, San Francisco, California

Thomas H. McGRATH, President, Sonoma State College, Rohnert Park, California

Joseph W. McGUIRE, Vice President, Planning, University of California, Berkeley, California

John G. McKEVITT, Associate Vice President, Campus Planning, Temple University, Philadelphia, Pennsylvania

Elmo R. MORGAN, Vice President, John Carl Warnecks and Associates, San Francisco, California

George MURRAY, KMB Health Systems, Inc., Palo Alto, California

Frank NEWMAN, Associate Director of University Relations, Stanford University, Stanford, California

H. Gilbert NICOL, Director, Society for College and University Planning, New York, New York

Ruth M. OLTMAN, Associate for Higher Education, American Association of University Women, Washington, D. C.

Robert J. PARDEN, Director, Institutional Planning and Research, University of Santa Clara, Santa Clara, California

Kermit C. PARSONS, Dean, College of Architecture, Art and Planning, Cornell University, Ithaca, New York

Sister Gertrude PATCH, R.S.C.J., President, Lone Mountain College, San Francisco, California

William E. PERRY, School of Social Administration, Temple University, Philadelphia, Pennsylvania

LeRoy A. PESCH, Dean, School of Medicine, State University of New York, Buffalo, New York

SPEAKERS --continued

A. Alan POST, Legislative Analyst, Legislative Budget Committee, Sacramento, California

John ROBINSON, Director, Equal Employment Opportunity, Wesleyan University, Middletown, Connecticut

Thomas ROOSE, Vice President, Roosevelt National Development Corporation, Springfield, Illinois

Leonard SAPP, Realtor, Springfield, Illinois

Paul H. SEDWAY, Sedway/Cooke, San Francisco, California

Rixford K. SNYDER, Trustee, Menlo College, Menlo Park, California

Otto SORENSON, Jr., Student, Claremont Men's College, Claremont, California

Robert C. SPENCER, President, Sangamon State University, Springfield, Illinois

Sidney SUSLOW, Director, Institutional Research, University of California, Berkeley, California

Arthur N. TUTTLE, Jr., Campus Architect, University of Oklahoma Medical Center, Oklahoma City, Oklahoma

Richard A. VanAUKEN, VanAuken, Bridges, Pimm, Poggianti, Architects, Cleveland, Ohio

James O. WILLIAMS, Executive Director, Philadelphia Tutorial Projects, Inc., Philadelphia, Pennsylvania

Philip C. WILLIAMS, Senior Vice President, Caudill, Rowlett, Scott, Houston, Texas

Richard R. WILLIAMS, Environmental and Capital Planner, Sangamon State University, Springfield, Illinois

Robert D. WILSON, Director, Facilities Planning, Wesleyan University, Middletown, Connecticut

Foreword by Conference Chairman

Organizing a suitable program for SCUP-6 was the source of some trepidation for the Conference Planning Committee. Anticipating a well-attended Annual Conference, we wanted to formulate a program with an appeal as broad as possible to cover the interests of academic, financial and physical planners for colleges and universities.

It was also the first such Conference sponsored by the Society entirely in a downtown hotel; program material and theme thus had to be at least commensurate with the excitements of San Francisco as a setting. It was determined, therefore, to concentrate on the long-range points of view of the future of higher education in America. Doing so, we felt, would accomplish three purposes: First, it would put the planners in their proper element -- namely concern with the more distant, vs., short-range, problems of institutions of higher education. Second, it seemed timely to assess the changes that SCUP members had encountered as their universities and colleges were passing from the rapid growth and construction euphoria of the sixties into the belt-tightening conditions of the new decade ahead. And finally, very long-range planning considerations had not hitherto been heavily emphasized in Society convocations.

As a general conference theme, "FOCUS:1980" seemed to us to embrace many topics which are of critical concern to colleges and universities and need their planners' attentions. Emphasis on the long-range was thus a primary objective of the Committee.

A second objective was to achieve a maximum diversity of participants during the three days of the Conference. Beyond Mrs. Green's and Mr. Post's principal addresses, which expressed viewpoints of the Congress and the California statehouse, respectively, we sought representation from administrators, faculty, students, consultants, trustees, political leaders and lay citizens. Further, to compensate at least, in part, for past programming deficiencies, we wished to have spokesmen for minority groups and for women prominent in the program.

As one further means of encouraging this diversity, among Conference participants, panel sessions were coordinated by Philip Williams ("Views from the Inside") and Richard Dober ("Views from the Outside"); they selected the several panel moderators who, in turn, assembled their own panel groups. The workshop sessions on the final day of the Conference were similarly structured, with each leader choosing his participants. General sessions, dealing with views from California, from those concerned with minority group

issues, from several of the higher education associations whose purposes relate to those of SCUP, and from prominent educational innovators, rounded out the program.

Still a third objective was to attract to the Conference a significant proportion of persons not already Society members. Of 312 who did attend, nearly a third -- a record in SCUP conferences -- were non-members.

I believe that, in general, we achieved these objectives. The first day's sessions, in part oriented to California, tended to face realistically the fiscal gloom that pervades college and university administrations, affecting both the private and the public institution and both the large and the small university and college. Later overviews, particularly in the workshops on the large college, the small college, and health sciences, and in Dean Kermit C. Parsons' concluding summary, demonstrated that future problems of planning for higher education institutions are indeed soluble if the innovators, the legislators, and the planners will recognize altered realities of prospective institutional growth and provide the necessary leadership as a basic incentive for college and university planning during the 1970's.

Albert Richard Wagner
Chairman, SCUP-6 Planning Committee
(University Planner, Office of the President, University of California, Berkeley, California)

SCUP 6

HOST INSTITUTIONS FOR THE CONFERENCE:

STANFORD UNIVERSITY
UNIVERSITY OF CALIFORNIA

BAY AREA CO-HOST INSTITUTIONS:

California Community Colleges:
- Cañada College (Redwood City)
- College of Alameda
- Chabot College (Hayward)
- Diablo Valley College (Pleasant Hill)
- Foothill College (Los Altos Hills)
- Pittsburg College
- City College of San Francisco
- San Jose City College
- College of San Mateo
- Skyline College (San Bruno)
- West Valley College (Campbell)

California State Colleges:
- California State College, Hayward
- San Francisco State College
- San Jose State College
- Sonoma State College (Rohnert Park)

Private Institutions:
- College of the Holy Names (Oakland)
- Lone Mountain College (San Francisco)
- Menlo College (Menlo Park)
- Mills College (Oakland)
- University of Santa Clara

University of California:
- University of California, Berkeley
- University of California, San Francisco
- University of California, Santa Cruz

SCUP
SOCIETY FOR COLLEGE AND UNIVERSITY PLANNING
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John D. Tuttle, Executive Director
Telephone 212-280-3018

CONFERENCE PROGRAM

SCUP 6

SIXTH ANNUAL CONFERENCE

of the

Society for College and University Planning

FOCUS:1980

Sheraton-Palace Hotel, SAN FRANCISCO
August 8-11, 1971

SIXTH ANNUAL CONFERENCE
Society for College and University Planning
Sheraton-Palace Hotel, SAN FRANCISCO
August 8-11, 1971

GENERAL INFORMATION

The Sheraton-Palace Hotel is located at Market and New Montgomery Streets in downtown San Francisco. All Conference events will occur or originate here. Registration and Conference information services will be centered in the South Lobby area of the Hotel. Telephone messages for Conferees may be placed through the Hotel switchboard: (415) 392-8600. Also available in the Hotel are travel and car rental services and a number of major airline ticketing offices.

Frequent airline bus service is available between San Francisco International Airport and the Downtown Airlines Terminal at Mason and O'Farrell Streets, from which point taxicab fare to the Sheraton-Palace Hotel is approximately $1.25. For those arriving by automobile, garaging services are available at New Montgomery and Mission Streets, immediately behind the Hotel.

CONFERENCE REGISTRATION

Advance registration is requested; please use the form enclosed. Advance payments (U.S. funds only) will be acknowledged by mail if received before August 1. Registration fee is $40 for SCUP Members (applies to staff of SCUP Corporate Members) and $50 for non-members, and includes the opening Reception on Sunday evening and the Wine-tasting Party on Tuesday evening. Spouse registration is complimentary and also includes these events.

CONFERENCE MEALS

Four banquet meals are programmed as part of the Conference: Luncheon on Monday, Tuesday, and Wednesday, and a business meeting Breakfast on Tuesday. Luncheons are priced at $C each; Breakfast, $4 each. No evening meals are scheduled in order to permit Conferees to take advantage of San Francisco's extensive and unique restaurant offerings.

ACCOMMODATIONS

A block of rooms at reduced rates to Conferees has been reserved at the Sheraton Palace Hotel. Conferees should make their hotel reservations directly with the Hotel, using the reservation card provided, or otherwise indicating "SCUP Conference" in communications with the Hotel. Conferees desiring accommodations at other San Francisco hotels or motels should communicate directly with the establishments or reserve through their local travel agency. Early reservations are suggested.

FAMILY SERVICES

On Monday morning a complimentary tour of San Francisco for families of Conferees will be provided by motorized "cable cars." For this tour, and for the scheduled bus tours on Sunday and Thursday, children are welcome. (One "cable car" will terminate in the Ghirardelli Square/Fisherman's Wharf area; the other will return to the Hotel in time for the scheduled luncheon session.)

Shopping and restaurant guides for Conferees will be provided as part of each Registrant's packet at the Conference Registration Desk.

Baby sitting, stenographic, and other services may be arranged through the Hotel desk.

1971 CONFERENCE PLANNING COMMITTEE

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University of California

(Assistance of the University of California Office of University Relations in press and publicity matters is gratefully acknowledged.)

SAN FRANCISCO

Often called "America's favorite city," San Francisco is the hub of Northern California's principal metropolis, with educational, cultural, scenic, recreational, and gastronomic attractions to satisfy the most demanding. The "Bay Area" is ideal as a vacation headquarters.

Come! Bring the family!

CLIMATE

San Francisco's summers are generally cool, with high morning fog and breezy evenings common. Daytime temperatures seldom exceed 70-75 degrees, and some kind of outer-garment is advised for evening and night-time wear.

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Staff:
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CONFERENCE PROGRAM

Sunday, August 8

11:00am–5:00pm — SOUTH LOBBY
PRE REGISTRATION

1:00pm–4:00pm
BUS TOUR 1: *East Bay*–University of California, Berkeley; Laney College (Oakland) (optional @ $5)
BUS TOUR 2: *San Francisco*–Lone Mountain College, University of San Francisco; University of California, San Francisco; San Francisco State College; City College of San Francisco (optional @ $5)

5:00pm–7:00pm — RALSTON ROOM
RECEPTION

(Evening open)

Monday, August 9

8:00am–4:00pm — SOUTH LOBBY
REGISTRATION

9:00am–10:00am — GOLD ROOM
WELCOME AND OPENING REMARKS
Harold L. Goyette
President, SCUP; Director of Planning, Harvard University
Mrs. Allan E. Charles
Trustee, Stanford University
William E. Forbes
Regent, University of California

10:15am–11:45am — GOLD ROOM
GENERAL SESSION: "Views from California"
Moderator: **Joseph W. McGuire**
Vice President–Planning, University of California
Samuel W. Elkins
Director of Personnel, San Mateo Jr. College District
Thomas H. McGrath
President, Sonoma State College (Rohnert Park)
Sister Gertrude Patch, R.S.C.J.
President, Lone Mountain College (San Francisco)

12:15pm–2:00pm — RALSTON ROOM
LUNCHEON
"Welcome to San Francisco"
The Honorable Joseph L. Alioto
Mayor, City and County of San Francisco
ADDRESS: "The View from the State of California"
A. Alan Post
Legislative Analyst, State of California

Monday, August 9 (continued)

2:15pm–5:00pm (break: 3:30pm–3:45pm)
PANELS: "Views from Inside"
(3 concurrent sessions, each including spokesmen for trustees, administrators, faculty, and/or students)
Coordinator of Panels: **Philip C. Williams, A.I.A.**
Senior Vice President, Caudill Rowlett Scott, Planners, Architects, Engineers (Houston)

2:15pm–5:00pm — RALSTON ROOM
PANEL 1
Moderator: **John M. Dozier**
Vice President for Financial Affairs, Macalester College (St. Paul)
Harold Chase
Professor of Political Science, Univ. of Minnesota
George P. Leonard
Trustee, Macalester College (St. Paul)
Otto Sorenson, Jr.
Student, Claremont Men's College (Calif.)

2:15pm–5:00pm — CONCERT ROOM
PANEL 2
Moderator: **John G. Lepp**
President, Marion County Technical Institute (Marion, Ohio)
James G. Bond
Vice President–Student Affairs, and Professor of Psychology, Bowling Green State University (Ohio)
Robert Estin
Chairman, Department of Physics, Roosevelt University (Chicago)
Don M. Hillsker
Trustee, The Ohio State University
William Travers Jerome, III
Vice President for Academic Affairs, Florida International University (Miami)
(student panelist to be announced)

2:15pm–5:00pm — COMSTOCK ROOM
PANEL 3
Moderator: **William J. Griffith**
Director, Division of Campus Planning, The Ohio State University
Larry Brandstetter
Student (Senior, Architecture), The Ohio State Univ.
Joseph Foresi
Professor of Administration and Higher Education, School of Education, San Jose State College
Rixford K. Snyder
Trustee, Menlo College (Menlo Park, Calif.); and Director of Special Programs, Stanford University Alumni Association

Monday, August 9 (continued)

(Dinner Open)

8:30pm–10:30pm — GOLD ROOM
GENERAL SESSION: "Views on Minority Group Issues"
Moderator: **Robert D. Wilson**
Director of Facilities Planning, Wesleyan University (Middletown, Conn.)
Howard O. Krasnoff
Director of Architecture, Temple University (Philadelphia)
John Robinson
Director of Equal Employment Opportunity, Wesleyan University (Middletown, Conn.)

Tuesday, August 10

8:00am–9:30am — RALSTON ROOM
BREAKFAST AND ANNUAL (BUSINESS) MEETING

9:00am–12:00m — SOUTH LOBBY
LATE REGISTRATION

10:00am–11:45am
PANELS: "Views from Outside"
(3 concurrent sessions, each including spokesmen for neighbors, civic groups, local government, and/or alumni)
Coordinator of Panels: **Richard P. Dober**
Principal, Dober, Paddock, Upton & Assoc., Inc. (Cambridge, Mass.)

10:00am–11:45am — CONCERT ROOM
PANEL 4: "North Philadelphia and Temple University"
Moderator: **John G. McKevitt**
Associate Vice President for Campus Planning, Temple University (Philadelphia)
R. Damon Childs
Executive Director, Philadelphia City Planning Commission
William E. Perry
Professor, School of Social Administration, Temple University (Philadelphia)
James O. Williams
Executive Director, Philadelphia Tutorial Projects, Inc.

10:00am–11:45am — GOLD ROOM
PANEL 5: "Politics and Higher Education"
Moderator: **Richard A. Van Auken**
Principal, Van Auken Bridges Pimm Poggianti, Architects (Cleveland)
The Honorable James Flannery
Legislator, House of Representatives, State of Ohio
Ian R. MacGregor
Vice President–Planning, University of Akron

Tuesday, August 10 (continued)

10:00am–11:45am — COMSTOCK ROOM
PANEL 6: "Community Planning and Sangamon State University"
Moderator: **Richard R. Williams**
Environmental and Capital Planner, Sangamon State University (Springfield, Ill.)
Thomas Roose
Vice President, Roosevelt National Development Corporation (Springfield, Ill.)
Robert C. Spencer
President, Sangamon State Univ. (Springfield, Ill.)

12:00m–1:45pm — ROSE ROOM
LUNCHEON AND ADDRESS: "The View from Congress"
The Honorable Edith Green
Chairman, Special Subcommittee on Education, United States House of Representatives

2:00pm–3:15pm — GOLD ROOM
GENERAL SESSION: "Views from the Associations"
Moderator: **Thomas R. Mason**
Director of Institutional Research, Univ. of Colorado
Sidney Suslow
Director of Institutional Research, University of California, Berkeley; and President, Association for Institutional Research (AIR)
Elmo R. Morgan
Vice President, John Carl Warnecke & Associates (San Francisco); former Chairman, Committee on Facility Construction & College Housing, National Association of College & University Business Officers (NACUBO)
Ruth M. Ottman
Associate for Higher Education, American Association of University Women (AAUW)
H. Gilbert Nicol
Director, Society for College & Univ. Planning (SCUP)

3:30pm–5:00pm — GOLD ROOM
GENERAL SESSION: "Views from the Innovators"
Moderator: **Alan C. Green**
Secretary/Treasurer, Educational Facilities Laboratories, Inc. (New York)
Samuel Baskin
President, Union for Experimenting Colleges and Universities; and Director, University Without Walls Program, Antioch College (Yellow Springs, Ohio)
John A. Hunt
Master, Southwest Residential College, University of Massachusetts (Amherst)
Frank Newman
Associate Director of Univ. Relations, Stanford Univ.

Tuesday, August 10 (continued)

5:30pm–7:00pm — RALSTON ROOM
WINE-TASTING PARTY AND ENTERTAINMENT

(Evening open)

Wednesday, August 11

9:00am–11:45am (break: 10:15am–10:30am)
WORKSHOPS
(3 concurrent workshops offering views from administrators, professionals, and consultants)

9:00am–11:45am — GOLD ROOM
WORKSHOP A: "Planning for the Small College: Techniques of Comprehensive Planning Toward 1980"
Leader: **Webster C. Cash**
Director, Office of Institutional Research, Fisk University (Nashville)
J. Max Bond, Jr.
Bond Ryder Associates, Architects (New York)
Father James Thomas Brennan, S.J.
Director of Institutional Research, University of San Francisco
John M. Dozier
Vice President for Financial Affairs, Macalester College (St. Paul)
Norman Francis
President, Xavier University of Louisiana (New Orleans)
Robert J. Perden
Director of Institutional Planning and Research, University of Santa Clara

9:00am–11:45am — ROSE ROOM
WORKSHOP B: "Planning for the Large University"
Leader: **Naphtali H. Knox**
Director, Physical Planning and Construction, University of Chicago
Richard F. Gaizhouse
Senior Associate, Sasaki, Dawson, DeMay Associates, Inc. (Watertown, Mass.)
Lawrence Lackey, F.A.I.A.
Lawrence Lackey & Associates, Planning Consultants (San Rafael, Calif.)
Paul H. Sedway
Partner, Sedway/Cooke, Urban and Environmental Planners and Designers (San Francisco)
Arthur N. Tuttle, Jr.
Campus Architect-Planner, University of Oklahoma Medical Center

Wednesday, August 11 (continued)

9:00am–11:45am — RALSTON ROOM
WORKSHOP C: "Planning for the Health Sciences"
Leader: **Richard B. Grenfell**
Associate University Architect, University of California
Joseph Adams
Associate Dean, University of Oregon Medical School
Lawrence M. Klainer, M.D.
KMB Health Systems, Inc. (Palo Alto, Calif.)
George Murray
KMB Health Systems, Inc. (Palo Alto, Calif.)
Leroy A. Pesch, M.D.
Dean, School of Medicine, State University of New York at Buffalo

12:30pm–2:00pm — RALSTON ROOM
LUNCHEON: "Concluding Summary and Overview"
Karmit C. Parsons
Dean, College of Architecture, Art, and Planning, Cornell University

Thursday, August 12

9:00am–4:00pm
BUS TOUR 3: University of California, Santa Cruz (includes picnic lunch at UCSC) (optional @ $12)
BUS TOUR 4: Stanford University; De Anza College (includes luncheon at Stanford Faculty Club) (optional @ $12)

(Bus Tours 3 and 4 include a "drive-through" visit to Foothill College in Los Altos Hills)

SCUP

The Society for College and University Planning was formed in 1966 to foster better academic, financial, and physical planning of higher education institutions. A non-profit corporation, SCUP provides individual and corporate member services in the form of publications, conferences, and other aids to colleges and universities in furtherance of this goal.

THE CONFERENCE

SCUP's Sixth Annual Conference will be hosted by the University of California, Stanford University, and other Bay Area colleges and universities. Following from the theme, FOCUS:1980, the Conference will present a number of long-range views of the future of higher education in America, as a framework in which academic, financial, and physical planners for colleges and universities will be doing their work a decade or more from now.

Editor's Note

This edition of the Society for College and University Conference Proceeding, covering the Sixth Annual Conference with its theme "FOCUS: 1980" differs from earlier conference proceedings for three reasons:

1. The nature of the presentations were varied--included were keynote speakers, panels, workshops, and general sessions.

2. The amount of material covered in these proceedings is extensive--it is closer to a transcript of the conference rather than a selection of the highlights.

3. The proceedings have been assembled with the assistance of seventeen coeditors, each responsible for transcribing one session of the conference and for providing a preliminary editing of the conference materials.

In my final editing of the proceedings, I chose to arrange the proceedings by beginning with the keynote addresses of Legislative Analyst A. Alan Post and Congresswoman Edith Green. These are reproduced in their entirety, as delivered. Next, are the general sessions of the conference: not that they occurred in sequential order on the program, but because they set a theme as major issues concerned with California higher education, minority groups, national associations, and innovations in higher education. The panel sessions, which follow in the conference proceedings, have been judiciously edited in order to provide a representative, but not repetitious view of the various panels. Two panel sessions on Sangamon State University and on Temple University have been recast as case studies. The workshop sessions which follow, have also been selectively edited to avoid repetition.

In general, the editing has been less for style purposes and more for readability. Because the editing was completed both from transcriptions of the sessions and from previously prepared papers, the goal has been to keep this final written presentation in the style of the various presentations. Certain editorial liberties have been taken, however, to provide some level of consistency. As contrasted to earlier SCUP proceedings, this issue is almost devoid of graphics. Not because there were few graphic presentation made during the conference, but rather there were difficulties in having the graphics reproduced.

Despite the length of these proceedings, my job as editor has been eased considerably by all the help I received. I wish to express my appreciation to all of the coeditors for their responsiveness and their assistance, and also to Ms. Theresa Coombs who prepared the final type script. A complete list of the coeditors appears following the Table of Contents.

In sum, I trust these proceedings will be of value to all of us in college and university planning as we recognize both similarities and differences among our institutions and among the problems and opportunities that are part of higher education. For those wanting a more complete view of the conference, tape recordings of the entire conference are on file in the Society's central office.

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SCUP-6 Proceedings General Editor
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April 1972

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SOCIETY FOR COLLEGE AND UNIVERSITY PLANNING

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WELCOME AND OPENING REMARKS

A. PLANNING AND DESIGN COMMITTEES

Mrs. Allan E. Charles

Grounds and Buildings Committees

Women turn up in strange places these days. I presume there is no place stranger than being Chairman of Buildings and Grounds of a university. At least the reaction of people that I have met over these few years goes from "Good for you," to "Why would they have a woman in that job"?

As a result, I have had to try to figure out why they do have a woman in that job and why I enjoy it very much. I think the reason was not hard for me to see. When I first came on the Stanford Board of Trustees, a good many years ago, I noticed that there was no subject that came before the Board that caused more passion, more excitement, more ill-will (and that's on a Board that really is noted for its good will), than the subject of planning and design at the University. I decided I ought to try to see why this should be the case when I was honored by being invited to become the Chairman of the Committee.

It seemed to me that from the Trustees' point of view, the real source of emotion comes from never having time enough to feel that they are fully informed, or to feel that they can make decisions about the aspects of planning and design that mean the most to the Trustees. These aspects, of course, lie in the visual domain principally, and in the costs and the budgeting.

It is a sensitive position to be Chairman of Buildings and Grounds. You have to learn to walk on tiptoes among the territorial imperatives and the hierarchies of the academic in the University and the staff, and you have to welcome, as we have at Stanford, the students and their opinions on our committees.

Students on Committees

I have been delighted that we have brought students into the workings of the University. You have to get used to the nature of their opinions and to value what they have to say. They are impermanent, of course, because their world is often bounded by the four years that they are in the University.

I am mindful of the letter that I received last year from one of the student members of the Buildings and Grounds Committee, which said: "Dear Mrs. Charles, Thank you very much for letting me be on the Buildings and Grounds Committee, but now I must get on with my life. Yours truly." I think that is a very good aspect because we do know that they have other lives that are important to them, and yet they bring some conception of the contemporary scene that, as Trustees, we simply do not have.

Also, students have a great sense of hurry which we can't always meet. You can't always bring projects to fruition as rapidly as you would like.

Once, when the women students at Stanford were going to put on a conference on women (this was several years ago before Women's Liberation had gotten into its stride), they called me and asked me if I would come down to the conference. I said I would love to. The young woman said: "We are going to have it for three days; the first day are women's problems in the home, the second day are women's problems in the careers and professions, and the third day are women's problems resolved." I said, "You did that awfully fast." She replied, "we have to, we don't have much time." This is the way life looks to the students. The fact that something may not be able to take place until they have left is hard for them to realize. But they are tremendously valuable to me. I think we need to make more and more use of the young people on our campus.

Land Development Committee

Although I have been in this job for a while, I am not in it any more; not because they have abandoned me, but they abandoned my committee. Those are devices which do the same thing. I haven't figured out yet which one it was.

In any case, at Stanford, we have now combined the Buildings and Grounds Committee with what we call our Land Development Committee--a Committee which deals with the 6,000 acres of Stanford lands, exclusive of the 3,000 acres which we call campus.

Future Needs

It seems to me that planning and design for campuses in the future is going to have to concentrate not on monuments, but on mobility. As time moves faster, we need better methods to see what the university departments and school are going to need. The amount of remodeling that we do at Stanford on buildings that hardly opened their doors, before the occupant wants something else, means we need new methods of planning.

Somehow we are going to have to solve this problem of constant movement and new demands.

We welcome you to San Francisco. We don't need to tell you we are having unusual weather. We hardly ever see August because it is always so foggy that you don't know what you are doing here. The weatherman has been kind, and we are delighted that you are here, and we hope you have a lovely time.

B. SOME BLUE SKY FOR THE SEVENTIES

William E. Forbes

Negative Factors From the 1960's

The last few years in education in California have been indeed difficult--for students, for professors, for administrators, for governing boards, for the supporting public.

Before I outline why I see at least some blue sky for the seventies, let me list negative factors we have faced the past few years--some of which are still with us--which will have an effect on education's future prospects.

1. The lack of comprehension on the part of influential people outside the educational community on the nature of the teaching and research and public service process--and about the value of education to all society; the notion to view education as a cost rather than as an investment.

2. The lack of financial support--for operating funds as basic as faculty salary adjustments--for capital outlay--for student aid--even for the maintenance of facilities.

3. The complex implications for education of a host of explosive outside factors--an unpopular war, the widening use of drugs, changing social values and customs, racial tensions, a stuttering economy.

4. The effect of the so-called "student revolt"--long hair, nonconformist clothes and habits--on the popularity of education.

This has been the story of the past seven years for the University of California, from the Free Speech Movement in September 1964 to the present, and it has transformed our institution from one of orderly growth to one of virtually no growth in physical facilities, underfunding of basic needs, undernourishing of the normal spirit of inquiry.

Thus, in August 1971, one might wonder where the good news conceivably could come from.

Need for Higher Education

In my view, the United States must have a vigorous program of higher education if our country is to maintain a leadership position in world affairs, and if our gross national product is to continue to rise. Our technological society simply demands this.

In California, we will have an increase of 36% in the 18-24-year-old population from 1970 to 1980. Quantitatively, I look for higher education to grow faster than these numbers indicate and somewhat faster than some current estimates--for a number of reasons. Let me touch briefly on some of them.

1. Continuing support for higher education from a broad range of sectors. Two come to mind because they are so closely related:

Stanford University, recently joined Claremont, Santa Clara, and the University of the Pacific--all private institutions--in urging the California State legislature to support budgets requested for public higher higher education. This did not go unnoticed and was very much appreciated.

Another, Alan Post, the State of California Legislative Analyst, has been a most devoted believer in the cause of higher education. He will continue to be heard and he commands both influence and respect.

2. The majority of the press in California has supported higher education consistently. This will have an impact in the immediate years ahead.

3. The Educational Opportunity Program--started in California in the mid 60's--has been extremely successful in the job of bringing a broader cross-section of students into higher education. It has been hampered consistently by lack of financial support--but it will move ahead. More will aspire and more will succeed.

The EOP has assisted higher education in taking a fresh look at admissions standards--and education is learning how to do a better job in this area.

4. Excellent work by the Carnegie Commission on Higher Education. "Less Time, More Options," is provocative and will help break the status quo from Kindergarten through the twelfth grade, as well as in

higher education. A reduction of a year or more in the education process is likely--increasing the efficiency and reducing some of the coming pressures on facilities.

Earl Cheit's book, The New Depression in Higher Education, should be "must" reading for all of us.

These are two of more than twenty valuable Carnegie contributions which impart a most intelligent focus on education.

5. The burgeoning Community College program, offering more and more access to all of higher education.

6. The broadening aspects of extension programs, the whole area of more emphasis on lifelong learning, and the growing realization of its importance by more and more people. Also, the recent emergence of off-campus student programs.

7. Education as an entity in the growing leisure-time world. As productivity increases, as the work-week shortens in hours and in days--more people will devote more time to education.

8. Environment. The editor-in-chief of President Nixon's Council on Environmental Quality, Mr. Odom Fanning, estimates that as the environment boom (and he calls it just that) moves through the seventies, the needs for professionals and para-professionals will rise from 650,000 to 1,180,000 between 1970 and 1980--close to a doubling of jobs in one decade. Meteorology, oceanography, and urban planning lead his list in growth percentages. These people must be educated.

9. Technology in heavy industry. Annual reports of electric utilities are usually dull reading. One, serving a part of the Atlantic seaboard, caught my eye a few weeks ago. Revenues had trebled since 1954. But to keep pace with demand, its output of power must double between now and 1980. By 1990, it expects to double the 1980 output. Says the utility's spokesman, "We believe nuclear power will be the principal new means of generating electricity for the next 20 to 30 years."

Such facilities--to generate this added power--require sophisticated design, new techniques, probably new materials. Without the knowledge industry providing gifted manpower, such undertakings simply could not be contemplated.

10. Health Sciences. The nation is under enormous pressure to provide quality medical care to all its citizens. This will require increased output of health care practitioners, creative new programs in education, and

the development of improved systems for the delivery of health care.

Last year the California Legislature requested that the University develop a plan for the next ten years in the health sciences. The University responded with a plan that embraces facilities for doubling the number of professionals to be educated in this field. I would add, parenthetically, that the job of developing an intelligent plan for the education and training of health care practitioners for a ten-year period is highly hazardous, perhaps impossible in the face of such rapid changes.

Optimism About Higher Education

These, then, are some of the reasons, as I see them, why I am optimistic about the next ten years in education. There is so much to do and it is vital that it be done. Funding, while difficult, is not impossible.

I wish you well in the upcoming sessions and throughout the 70's as you focus on 1980. I would have one admonition in particular--that you retain great flexibility in your plans. Change is so constant. Be prepared for it.

I. VIEW FROM THE STATE OF CALIFORNIA

THE VIEW FROM THE STATE OF CALIFORNIA

A. Alan Post

The Nature of Changes Taking Place

It is impossible to plan effectively for higher education unless one is able to comprehend reasonably clearly the nature of the changes taking place in education and in the base of support for it. Perhaps the most important feature of educational developments today is not what is happening in the state of that art, but what is happening to its financial support.

It has been said that we may have reached a watershed in the history of higher education. The experience of California is not unlike that in other states. I suspect that it began sooner. For twenty years we have had an extraordinary growth in higher education institutions, accompanied by the belief that economic and social progress was inextricably linked with higher education. With equally extraordinary abruptness we have entered into a period of disenchantment. Criticism of the effectiveness of higher education has been linked with cutbacks in the growth of financial support. The big squeeze is on--of that there is no doubt. But what does it portend for universities and colleges? What should we plan for? If the squeeze is to continue, what can and should be done to accommodate?

The view from California is one which is largely dictated by a growing concern with the proper basis for support of our public institutions. Bitter debates between the administration of State government and administration of the academic institutions have resulted. This area of disagreement is undoubtedly based, in part, on philosophical differences as to the relative importance of education. But in a more direct sense, it is linked to broader economic problems and political evaluation of the proper responses to these problems.

The California Situation

My own view of the California situation can be summarized as follows:

First, in California, we are caught in a cost-revenue squeeze which has already trimmed higher education somewhat and which I believe will trim it more in the years ahead. The reasons for this fiscal bind are generally as applicable to other states as they are in California.

Second, there are in California significant differences of opinion as to what can be done to reduce higher education costs. The academic community has been accustomed to receiving appropriations substantially in the amounts requested, and its administrators have been reluctant to accept the proposition that major reductions in cost are feasible.

Third, the effort to cut costs has come from the statehouse, and the decisions as to how and where the reductions were to be made have also been applied from that source. For this reason, they are probably less sophisticated than they might be and they could be improved on by the academic institutions if they would work as hard at it and be as bold at it as the statehouse.

Finally, unless the planners and policy makers within the academic community are willing to accept the idea that further program expansion in higher education will have to be offset by contractions in existing programs of determined lower priority, or unless they develop new instructional approaches, workload allocations or organization changes which effectively reduce the existing unit costs of instruction, the initiative on making reductions will remain in the statehouse.

This pessimistic and rather dogmatic conclusion is admittedly a personal opinion. But my office has been studying carefully for several years the economic basis for our growing fiscal problems and I see little basis for expecting any change in the immediate future in the factors which bring about this budget pressure. In addition to describing for you these factors, I would like to outline a number of areas for possible cost reduction which are being considered by both the statehouse or the academic administration in California, and I would also like to go beyond that and suggest some ways in which planners might reorient their thinking away from plans simply derived by multipying student numbers times traditional practices and would propose that you attempt to develop new ways of creating educational opportunities and products by emphasizing program flexibility, longer school days, increased facility usage, and establishment of more clearly defined priorities in place of more or less monolithic or so-called "lockstep" academic policies.

I have approached with some trepidation discussing these sensitive subjects with as knowledgeable and distinguished an audience as this, but I figure that one who is in a position to hand out advice freely deserves to occasionally face those who are the perhaps unenthusiastic beneficiaries of that advice. It has been aptly said that anyone who wants to make a living folding parachutes ought to be required to jump frequently.

The Cost-Revenue Squeeze

A candid analysis of the economic basis for our present financial dilemma makes it clear that we must plan on getting more mileage from the higher education dollar. This will obviously require substantial changes in educational practices and perhaps in the very form or structure of our academic institutions.

The cost-revenue squeeze in state and local governments has been developing for years and has finally become acute. It is a fact of life that governments cannot (1) continue to buy items which typically exhibit the most rapid cost increases, and (2) buy them in quantities which demand an increasing share of society's total income with (3) public revenues which are growing more slowly than the average incomes of our citizens without (4) getting into serious political difficulties. Yet this is precisely what has been going on. Let me give you a few figures to illustrate the impact of higher education costs compared with the growth in the tax base. I use California as an example.

The annual growth rate over the twelve-year period ending with the 1969-70 fiscal year shows a total state population rising 2.6 percent annually, while state personal incomes rose 7.5 percent per capita.

By comparison with this 7.5 percent annual increase in personal incomes, the University of California and State colleges enrollments rose 10.2 percent annually, while U. C. and State college enrollment related expenditures rose 16.4 percent.

Correspondingly, the share of the State General Fund Budget that goes for higher education went up from 6.1 percent to 10 percent. The view ahead is not greatly dissimilar. The reports of our Coordinating Council for Higher Education state that the growth in California enrollments in the decade to come will be no less than in recent years, although the rate of growth may slow with declining birth rates. If a plateau is to be reached, it should be reached in about 1980.

The problem of cost-revenue squeeze is by no means one which is solely due to the growth in higher education. The problem is one which is inherent in government purchases generally. The principal commodity bought by state and local governments is personal services, paid for at salary levels which are generally competitive with and largely determined by goods producing industries. These salary increases won by employees in the goods producing industries of the private sector could not have been achieved if there had not been substantial gains in productivity, primarily by using improved capital instruments. Yet in government, we have seen

no corresponding supporting increases in productivity. This fact, I hasten to point out, is not unique to government. Barbers, physicians, lawyers, and many others who offer personal services reflect the same trend in higher prices without significant increased productivity. The problem of government is that it buys so much of this high cost and growing cost personal service. The inclusion in recent years of major public medical programs has added significantly to this cost growth problem. The other major purchase of state and local governments is construction, which is also one of the most rapidly growing cost elements in our economy.

Along with this basic economic problem, state and local governments have revenue systems which are relatively inelastic, that is to say, they do not produce tax revenue which corresponds to the rise in personal income. As personal incomes of citizens rise, the share of that income which goes for state taxes steadily falls. This is because the state relies heavily on sales and other taxes which, with services not included in the tax base, do not keep pace with incomes. Greater reliance on income taxes would go a long way to correcting that tendency toward progressive imbalance.

To summarize, then, the background for our recurring fiscal dilemma. It is largely that we buy costly services and costly construction, and we pay for it with a revenue system which does not grow proportionately to the growth in personal incomes of citizens. This means that governors, legislatures and local elected officials must go back to the well for added taxes at politically all too frequent intervals. This, they are increasingly unwilling to do.

Economic Depression

This revenue problem has in recent months been compounded by the economic depression. The downturn in the economy caused a double blow to the State's financial condition. On the revenue side, general fund tax revenues were $300 million lower in 1970-71 than they would have been except for the recession. On the expenditure side, State costs for welfare and Medi-Cal exceeded budget estimates because of the dramatic increases in unemployment.

With the growth in unemployment, particularly in technical fields associated with aerospace and moon space, areas which had previously experienced extraordinary expansion in California, the public has increasingly come to express the feeling that we are not training students for meaningful employment and that more students are going to college than should be. Students have raised their voices sharply in expressed concern

for relevancy, as they see it. Now there is growing public concern for the same thing, expressed in perhaps somewhat more practical economic terms. The public is much more skeptical of the contributions of higher education to society. They are much more demanding of accountability for costs and results, and they are increasingly sensitive to the competition by other programs for the public tax dollar.

Pressures to Reduce Budgets

In California, it appears that a majority of the members of the legislature are willing to vote some increased taxes. This was an issue which was laid clearly before them when they voted to substantially augment the Governor's budget. The Governor, who, in California, has the power to reduce or line item veto budget act appropriations, reduced the budget substantially to the form in which it was originally introduced and reaffirmed his original no-tax-increase policy position. Included in these gubernatorial vetoes were amounts for support of the University and the State colleges. The current view from California, therefore, is that increased pressure will be brought to bear on reduced academic programs and costs. Increased pressure will be brought to extend the hours of instruction and to increase class size. Library hours have, for example, been reduced in an announcement made within the past two weeks. Research in the University has felt cutbacks for several years and this year again was no exception. Tuition has been assessed at the University by its governing body, the University Board of Regents, to the point where the University is now one of the high priced institutions of the country. The State Legislature has so far refused to establish a tuition policy at the State colleges but this is a logical next step.

It is only reasonable to expect that the kind of pressure we have experienced to hold down costs in the face of continuing enrollment increases will continue in the future. If we are to plan accordingly, we must consider ways and means for retaining as much of the quality of the educational program, as much of the open admission features of our system as we can. In order to maintain these features it seems inevitable that we must redesign much of our system.

California has not been unaware of the fundamental changes which were taking place in the higher education environment, both in California and nationally.

The gradually increasing pressure of reduced budgets has given impetus to academic administrations to propose a number of new academic approaches.

For example, specific proposals have been made that an achievement based concept using examination procedures, including the challenge examination, be emphasized in place of the traditional system of recognizing achievement only in terms of credits, units, grades and the other formal indicia of completion of the required work of specific courses. By means of a challenge examination, for example, a student who believes he is competent to pass a course examination is able to obtain course credit by passing such examination without enrolling for the term of study.

The Chancellor of our State college system has estimated that the use of advanced placement relationships with high schools, comprehensive entrance examinations and challenge examinations might reduce the minimum time spent in undergraduate work by up to one and one-half years. If an average reduction of one-half year of undergraduate work could be achieved, he calculates that the equivalent of 12,500 more students could be served with relatively modest additional costs of record keeping, advising, and examination processing. He envisions this as extending into a redefinition of the lower division curriculum in terms of basic bodies of knowledge, appreciations and skills, instead of the present units and elective courses. These might take the form of large component parts, such as social science, humanities, science and mathematics, and communication skills, for example. Each of these would have available a suitable challenge examination.

Education Off-Campus

Along with the change in student procedures would be a revision in the task and function of the faculty--more time spent as advisor and consultant to students, less time in lecture or laboratory supervision. The hours-in-class standard for faculty workload measurement would no longer apply.

If personal services, which as I have indicated is the most significant factor in our growing higher education costs, is to be checked, one of the things we must do is to handle portions of our enrollments by methods other than the usual faculty supervised and instructed classroom situation.

A recent report by the State's Coordinating Council for Higher Education challenges the validity of the traditional four-year undergraduate program carried out primarily, if not exclusively, in the classroom and laboratory on a full-time basis. It points out that although reforms have been suggested, few have been tried, and even fewer colleges have departed significantly from the basic set of requirements for degrees, the time required to complete them and the physical setting in which the student spends his time.

It concludes that, for the most part, the student is held to roughly the same pattern and form of education as his counterpart in the 1930's, in the 1920's and earlier. What is most significant, it suggests, is that the overall form of higher education has changed so little considering that its clientele, the importance of the baccalaureate degree and the content of higher education have all changed so significantly.

It has now been suggested by a number of California officials that more students be educated off-the-campus, using televised instruction, self-study combined with intensive short-course on campus programs and taped lectures supplemented by study guides. More of these students may be required to pay for such educational assistance. This approach combines technological aids designed to reduce human costs with off-campus, in-the-home, savings in capital outlay. Some subjects seem to be highly adaptable to this approach, such as many general cultural courses, leaving the laboratory and required classroom subjects on campus.

The unwillingness, or cumbersomeness of transferring credits among institutions has been criticized. For many years we have struggled with this problem by means of articulation agreements, but we have not been nearly vigorous enough. Double fees, unwillingness to permit dual institutional attendance, supplementing credits with extension work in another institution are all means for saving student time and money and opening greater opportunities for admission.

Workload Standards

Already budget decisions for the current fiscal year have eliminated for the State colleges almost 1,400 faculty positions below what the previous year's budget policy assumptions would have provided. The University not only was required to absorb without added staff an expansion in enrollment equivalent, as its president points out, to a Princeton University, but beyond that, the University suffered an absolute cut in 100 existing positions. These reductions have been made by the Governor on the assumption that workload standards must be revised.

In the case of the State colleges, a Governor's Task Force report on instructional workload served as a principal basis for the faculty reduction and may well become the cornerstone for the establishment of a new approach to budgeting instructional positions in higher education in California for years to come. The basic premise of the report is that we should begin to evaluate the instruction function in terms of output. That is to say that student credit hours produced per "faculty weighted teaching unit" should be a major basis of the budget process.

The report pointed out that currently our budgeting devices are geared to reviewing weighted teaching units per faculty as opposed to the more meaningful measure of how many student credit hours each one of these weighted teaching units produces. Here is a direct effort to shift from input measurement to measurement of specific output. Although my office had reservations about the way in which the measurement was applied in the current budget, with significant disagreement as to result, we found no fault with the idea or the basic concept.

Budget discussions are starting this year on the premise that the approach used last year is only one of several alternatives, and may not be the one actually used in 1972-73. It seems clear, however, that the State colleges will be budgeted on the basis of an average of twelve clock-hours per week in a lecture or laboratory situation and correspondingly, that the University will spend nine clock-hours. The clock-hour standards would be the average for a particular college and it would thus be possible for some faculty members to be teaching a reduced load while doing research or other related instructional activities. It is the average which controls.

Increased Utilization

There have been numerous recent changes in California's planning which sought to increase the utilization of plant and reduce the cost of new construction.

A major proposal was the institution of year-round operations. This matter was carefully studied by the State's Coordinating Council using independent consulting services. That study and others pointed out the savings in capital outlay which could be realized. In the last session, the Legislature made year-round operation mandatory by 1975 at all colleges over 10,000 full-time equivalent students. This was not popular with faculty and it has not been supported by the Governor for other reasons. But the Legislature has been convinced of its fundamental economy. My office is a strong supporter of the concept.

My office has also assumed the initiative in stressing the need for better space utilization of existing facilities during the academic year. Prior to 1970, the Coordinating Council for Higher Education required only 34 hours of classroom out of a possible 79 hours. In 1970, the Legislature passed a concurrent resolution setting the standard for budgeting at the level of 53 hours per week as recommended by my office. Both the University and State colleges had been mandated the year before to show how these standards could be effectuated. Some of the State colleges have already achieved this level of utilization. Both longer days and Saturday schedules,

along with diminished latitude on the part of the faculty to choose the times when they will teach, are involved in this proposal. To date, the institutions, in most instances, have dragged their feet, but this is a subject which nevertheless will receive continuing study. The position of the administration has been that more money can be made by holding summer classes for teachers and other higher tuitioned students, without the need to budget increased support for regular students under the full four-quarter system. We maintain this is short-sighted and restrictive. But the issue is still far from being resolved.

Supplements to Classroom Instruction

Extending the reach of the faculty member by television and other media has been a goal of higher education in California for a number of years. By and large, however, it is regarded by academicians as a supplement to classroom instruction, not a substitute. Significant studies have been made on instructional television in the State colleges including a 1960 report and a reappraisal in 1968. It is the consensus of these reports that television is an effective teaching device, and if properly utilized can be less expensive than traditional classroom instruction. As an example of the saving, the 1968 report contrasts the traditional teaching method with the instructional television method over a two-year period for 1,600 students. The television method provided very substantial savings. As to educational quality, in another related study, the colleges found that in a general education course in physical science taught by instructional television, more students earned better grades in instructional television than in previous regular classes taught by the same instructor. On attitudes, 85 percent of the students thought the course should be taught again on instructional television and 60 percent said they preferred the method to regular classroom instruction. Certainly not all subjects are equally capable of successful teaching by instructional television but many subjects would appear to be adaptable.

In 1970, my office recommended that the State colleges evaluate the feasibility of utilizing regional library depositories and in earlier years scored the absence of regional agreements sharing the costly resources of both the University and the colleges.

In summary, our higher education resources are too important to the citizenry and the costs too great to fail to secure the optimum use of our facilities and our faculties.

Constructive Changes

While there are stirrings of a reform in traditional practices and student-faculty relationships, the response of the academic institutions to

growing budget pressures has been slow and relatively ineffectual. The cuts in appropriations for higher education are alleged to have caused irreparable damage to our institutions. This may or may not be true, and my office has, in fact, recommended that reductions not be made as fast and as deep as they have been. But I am still of the view that with constructive changes in methods and policies substantial reductions in cost can be achieved without irreparable harm, and, on the other hand, the release of these scarce public funds to other uses may produce net benefits.

Of one thing I am reasonably sure, for some time to come the growth in general costs of government will, for reasons which I have already stated, exceed the growth rate in public revenues, and the result will be steady pressure to reduce budgets. If planners in higher education are to be responsive, they will devote more time to planning reasonable accommodations to these fiscal pressures. The existing divisions of responsibility among our institutions, the fractionalization of educational policy, the hidebound attitudes of the faculty, the imperfections in our budgeting system with its attendant failure to establish more effective priorities, all accentuate the burden of accommodation and produce a wasteful fallout from the system. The planners are not responsible, to be sure, for all of these deficiencies but they can assist in giving recognition to them in their planning.

Let me repeat, I am fairly certain that our fiscal problems are not short-term. I am mindful that the reform of some of our welfare programs and perhaps the shifting of part, and even a major part, of these costs to the Federal Government may relieve some of the pressures. But the financial problems of our local governments, for example, are so great, the demand for State aid so intense, and our tax resources so relatively limited, that I do not see any long-term relief. I believe we will have to accommodate to these circumstances, and, it may, if done earnestly and vigorously, develop a basis for educational reforms and priorities which hopefully, in a longer view, may represent, not tragedy, but, instead, some degree of healthy progress.

II. THE VIEW FROM WASHINGTON

THE VIEW FROM WASHINGTON
The Honorable Edith Green

Crisis in Education

To get to the crisis in education which you people confront on a day-to-day basis and which we in the Congress hear about week-in and week-out, I suppose there were moments when the future design of the Medieval university seemed too incredibly complex to manage. The great headmasters of the colleges most certainly have had their moments of despair for the future of objective learning during the intense doctrinal partisanship of the religious wars; and, I suppose 19th century academia was not without its complexities also. Even then, men of vision must have suspected that Cardinal Newman's idea of the university might not be the whole truth. But if all of the great educational planners of past centuries were sitting with you during this conference which you are having in San Francisco now--all of the great planners from Confucius to John Dewey--and if all of the major problems of higher education in past centuries were piled up on the conference table that you people face today, the problems of today might seem literally staggering when compared with those of yesterday, and the most notable educators of yesteryears would certainly be, momentarily at least, bewildered.

The questions which I think all of us must face--you people on the firing line and those of us in government--are profound and they are urgent: How do we balance the books? How do we stay out of the red? Can dissent be maintained in a climate of academic freedom? What is the student's legitimate role in the government of the university? How can the advantages of higher education be extended to greater numbers of disadvantaged youths with the quality, and I repeat, the quality of education and the value of the diploma being maintained at the same time that we welcome the disadvantaged people into higher education? The problems confronting us and causing considerable concern to the special subcommittee on Education right now are: Should compensatory education be the job of the colleges and universities? What is the future of well over a hundred black colleges of higher learning? What is the role of the faculty in the administration of the university? Whither the quality of college teaching? When should technology be applied to the learning process and when not? What changes should be made in college and university curricula? And of course all of these question marks resolve into that central query--with its mix of the practical and the philosophical--what will be the nature of the university in the 20th century technocracy?

Higher Education Can Survive

The questions facing the nation as a whole are equally staggering when compared with past history. The classroom and society at large are inexorably bound together, and they, of course, reflect each other. I have often thought that our founding fathers would have had difficulty imagining polluted air hanging over Independence Hall; Alexander Hamilton would indeed have been startled if warned not to drink from an open stream; and Samuel Adams, despite his notorious love for the bottle, would certainly be appalled at teenagers shooting speed in a dormitory or in a darkened alley. Patrick Henry, the famed proponent of the right to dissent, might nonetheless find dynamite at the University of Oregon and non-negotiable demands at San Francisco State or Stanford or Harvard somehow outside the pale of legitimate dissent. Thomas Jefferson, who had no trouble at all envisioning a campus for the University of Virginia, might experience a little trouble envisioning the multitudinous demands besetting that university president, or almost any university president, today. And so, a system that was designed in the Age of Reason some 200 years ago must somehow expand and adjust itself to prove that a valiant, democratic experiment can survive in a complex technocracy and that higher education can not only survive, but can change and expand and continue its fundamental role and serve the future generations even better than it has in the past.

The following, I guess, does not contain the eloquent diction of a Shakespeare or the craftsmanship of an Alexander Pope, but it is, in its own way I think, appropriate to what is being called "the crisis in education in the United States." This little ditty, if you want to call it that, is titled "The Lament of a University President," and it goes like this:

I'm not allowed to run the train; the whistle I can't blow.
I'm not the one who designates how far that train will go.
The students rant and rave and scream for this big
privilege or that
And the faculty is ever wont to change the curriculum format.
But I'm not allowed to blow off steam or even ring the bell.
But let the damn thing jump the track and see who catches hell!

The president of Bennington College in Vermont described the chaos amidst the ivy. He said that "administering a college today is like playing chess on the open deck of the sinking Titanic. To make matters worse, the chess rules seem to be changing as the game proceeds."

One doesn't know really whether to laugh or cry when recalling the lofty optimism of one of your people in this San Francisco Bay Area, Clark Kerr, when he was describing the role of the college president and

said: "The president in the multi-university is leader, educator, creator, initiator, wielder of power. He is also office holder, caretaker, inventor, consensus seeker, persuader and bottleneck, but he is mostly a mediator." A very tall order.

Then as a result of changes that suddenly occurred; the campus disruptions, and the violence and the dynamite terror on the college campuses and the rioting expectations in the nation as a whole--these were suddenly translated into rising egalitarianism at the university. The faculty senates were demanding power and authority (and, it seems to me, that on some of the campuses these faculty senates very often were unwilling to assume the responsibility that I think must go with power and authority). And also, various student groups were presenting their non-negotiable demands. As a result of these changes, the position of the college president, as Clark Kerr described it, changed also. I think the president of Claremont College here in California did a pretty good job of summing up this change when he said: "The president has been too lax, he has been too firm and unyielding, he has not listened to his faculty, he indulged his faculty or his students, he has acted too fast, he waited too long to act, he has called in the police, he hasn't called in the police, whatever it is he should have done he didn't do, whatever he shouldn't have done he foolishly did do."

The plight of the college president, I think, illustrates in a more dramatic way the plight of our entire educational system at every level, and if I may, I will discuss just three or four of the issues in a little greater detail, the issues as they confront our committee and as they confront the college. In this discussion I would like to give my views, on the financial crisis that is facing all the institutions of higher education, on the plight of the middle income students about whom I am very much concerned, on technical and vocational education, and perhaps a word or two about the Administration's recommendation in regard to the Foundation, which now has taken on the form of reform in higher education.

Financial Aid to Students

I think it is fair to say that over the years the bulk of middle income working Americans have supported Federal aid to higher education on principle, and they have seen it as vital to the life of the nation, but I would seriously raise the question as to how long middle income America will support the current trend in Federal aid at the elementary and secondary level and also at the higher education level. I think it's open to question, as indicated by the defeated tax levies and bond issues, and the reduced amounts of money appropriated by state legislatures, and the reduced funds in voluntary contributions.

In terms of institutions in 1969, just 100 universities and colleges in the nation, less than 5 percent of the total number of all institutions, were getting 69 percent of the Federal research funds from HEW, nearly 2.4 billion dollars. Even more of the research money, in fact 80 percent of which was for aerospace, defense and atomic energy, was going to these same 100 colleges and universities. So in the decade of the 60's, we find this great transfusion of Federal money which gave these 100 schools great financial leverage in contrast to the other 95 percent of the institutions across the country. I'm going to come back to this in a moment in regard to institutional aid, but of equal concern to me, at least as I look at the Office of Education now, is an administrative jumbling in that Federal office that is, in my judgment, in conflict with the Congressional intent of many of the programs.

For example (for those of you who are involved in student financial aid), the Office of Education is about to combine in one office, which is called the Special Services to Disadvantaged Students, all of the economic opportunity grants, the work-study, the subsidized NDEA loan funds, the guaranteed student loan funds that are subsidized, with the Upward Bound Program, with Talent Search and with the Special Services to the Disadvantaged. In this office, these distinct programs are being lumped together, with only one criterion applied to all. All student aid is being put to one test--low family income. In the school year 1969-70, 88 percent of the educational opportunity grants, 71 percent of the work-study money, 61 percent of the NDEA subsidized loans went to students who came from families that had a gross income of less than $7,500. Now I think those are remarkable statistics in terms of accomplishing the objective, but I also think that it must be viewed as a record of limited success in a time of rising costs that are pricing the middle income family and its young men and women out of the educational marketplace.

The Office of Education's present policy discourages aid to anyone whose family earnings gross more than $15,000, and ignores the question of need, which was written into all of the laws which were passed by the Congress, by throwing out the former definition of need, which included many factors such as the number of sons or daughters in college at the same time, catastrophic illness, or a business failure which might come to the family, or the higher tuition in the private colleges and universities. By disregarding all of these, the Office of Education has substituted a purely quantitative measure of low family income and has turned an educational assistance program intended for <u>all</u> into a welfare program for only the disadvantaged.

The Middle Income Family

What it means, at least as some of us on the committee see it, is that this Administration by intention or default will be moving to push Middle America out of the private colleges and universities of this country. If you are rich enough to pay for the higher tuition and fees or if you are poor enough to get Federal assistance, then your sons and daughters can go to the colleges of their choice. But if you come from the middle income family or if you are working your way through college, then you may be really limited, in your choice, to the community college at home or a four-year public institution with its lower tuition and fees.

I picked out just one of really hundreds of letters that come to the office all the time. I think there is hardly a day goes by but what we do not receive letters that reflect this concern of the middle income groups. And this letter happens to be from San Antonio, Texas. It is from a parent with a second boy entering college next year and one son with a university scholarship. The second son went with his parents to several banks hoping to get a Federally-guaranteed bank loan, and the father wrote as follows:

"In each case, the answer we received was essentially the same. If we made less money or if my son was a member of a minority group, they could help us." The family in the middle income group finds this "the worse kind of discrimination in reverse."

The son is in the top 10 percent of the college boards, he worked and saved his money last summer, but is finding work harder to get this summer. This letter from this parent can be multiplied by the hundreds of letters that are coming to all of the Congressional offices from the families of the middle income groups.

The Financial Aid Officer at one of the prestigious institutions summed it up in one sentence when he said, "Middle income families are really the forgotten people in higher education at the moment." The presidents of many of the private colleges and universities have advised us that the membership of their student bodies have changed radically during these last few years: that they have the sons and daughters of the very wealthy who can afford to send their children to these private institutions; and they have the very poor who are eligible for federal and state financial assistance; but that the middle income group is being squeezed out of the student bodies of the private colleges.

I remember that one college president of a very prestigious institution on the eastern seaboard pleaded with us to make it possible for more of the middle income group to attend the private colleges if only to serve as "a buffer" between the very affluent and the very poor. I don't

too often agree with Saul Alinsky, but not too long ago he made the statement that "The most alienated group in the United States today is the middle income family; they have no programs of any kind; they have no programs for their sons and daughters to get into the university and the only thing they have is the right to be clobbered by inflation and taxes." This is one of the things that I think a group such as your group here, and those of us in the Congress, do need to plan for in the years immediately ahead. When are we going to help make it possible for the students of the middle income family to go to the college or university of their choice also?

I would also say that it seems to me very unrealistic, at least from the Office of Education or the Federal government standpoint, that needy middle income students who are academically qualified are turned down while institutions waive admission standards for academically less qualified students who receive EOG or other Federal funds.

Let me illustrate by a recent guideline from the Office of Education for student financial aid officers which I think is in conflict with the Congressional intent. The EOG grant, as you know, is for students of exceptional need. The work-study and the NDEA subsidized loans are for needy students, and so we built what we called a "three-legged stool" for financial aid. There is also a provision requiring academic promise or creative ability. Not too long ago the Office of Education sent out a directive which said that the money should go only to those students of exceptional need; Student Financial Aid Officers were told: "If you have one student who would not be able to continue his education at this college unless he received $1,000 for an Economic Opportunity Grant, and you had four other students, each of whom would not be able to continue his education at that college unless each one of whom received $250 to continue his education at that institution, then you have no choice but to give the full thousand dollars to the one student, even though the other four students had to drop out of the university and even though the other four were academically better qualified." I do not see that this is in the national interest and I do not believe the directive conforms with the Congressional intent.

Other Options

During the last few years, the reports of the Carnegie Commission, headed by Clark Kerr, have provided a wealth of information. One of the most recent studies, "Less Time, More Options," raises, I think, many questions about uninterrupted student aid, about the desirability of work experience, work-study experience, etc., and less emphasis on degrees serving as academic credentials. A Carnegie Commission study of the 1961 college graduate showed that over three-fifths of those responding felt that there should have been some "stopping out" either between high

school and college or during college. That study also states: "We believe, in particular, that students should not be encouraged to proceed past the Associate in Arts degree level (two-year course of study) unless and until there is evidence that they have a clear commitment to academic and/or occupational interest requiring additional college training. The college should not help to prolong indefinitely an aimless search for/and experimentation with various life-styles and an amateurish sampling of swiftly passing interests; that search seldom benefits either the student or the college. For students who have not made a commitment to college work by the end of the lower division, there are other places where they can explore their potential interests and make up their minds."

And then there is the very provocative study, although I must say I don't agree with many of its conclusions, that has been completed by the Frank Newman Task Force, which points out that access through student financial assistance does not automatically lead to a successful education. Between 1955 and 1965, the number of high school graduates going on to college increased 11 percent; the total higher education outlays, public and private, have been increasing two and one-half times the rate of increase in the gross national product, which itself has increased four-fold since 1950.

Frank Newman's report states that the common plea of educators is that this growth be nurtured until we reach the goal of "access" to a college education for every young American. Yet "access" to higher education does not necessarily produce education--emphasized by citing figures that of the more than one million young people who enter college each year, fewer than one-half will complete two years of study, and only about one-third will ever complete a four-year course of study. It discusses the professional students and those who transfer frequently and says: "Their restlessness represents an academic version of the drifter--constantly seeking to be where the action is. Their focus is on the enjoyment of their pattern of life as a present value to be perpetuated as long as possible, rather than accepting the freedom from responsibility and the 'group-oriented uninhibited social life' as a temporary phase on the way to adult responsibilities. Some students now value these conditions as ends in themselves."

So, as I see it, there are fundamental policy questions to be reevaluated, and one, of course, is: to what extent should the nation commit itself, to increasing the number of college and university places, and the availability of student aid, if, by so doing, it provides access to a refuge rather than providing an education?

Financial Aid to Institutions

In regard to institutional aid, some see great wisdom (among them members of Congress) in sending financial aid to institutions only as it relates to the number of Federally-assisted students from low income families. The argument is offered that these institutions need help in bearing the extra cost of educating students from lower income families. This makes institutional aid basically a compensatory education program, and already we are witness to exaggerated efforts at compensatory education through student aid. Students who can work at only the 5th or 10th grade level are being thrown into highly competitive college programs. It seems to me that this is frustrating to the individual, meager in its results and hopelessly wasteful of resources that could be better used somewhere else in education.

The average cost of education at the elementary and secondary level in the United States is $950 a year per student. The average cost in higher education is $2,000 a year. When President Hester of New York University was testifying before our committee, he said the actual cost, if the institution did not consider its own subsidy, was $2,280, and if they were going to provide compensatory education, it would require 50-75 percent more, so we are talking about $3,500 to $3,800 a year. Now the Congress does not have unlimited funds, and how do we apportion the funds in the best way possible? It seems to me that it would make a lot more sense for the compensatory education to be provided at another institution where the cost is somewhere around $1,000 or even $2,000 rather than at an institution where the cost is $3,500 or $3,800, and I would suspect that Congress will decide this later on this year.

Open Enrollment

It is also my considered opinion that the frustration level experienced by unqualified youth, crippled by slow reading and hamstrung by poor preparation, is not unrelated to the level of violence in some college demonstrations. There came a report to me from a friend who was teaching at a college within 50 miles of San Francisco, where one of the special programs for the disadvantaged involved students who were enrolled there, and who averaged a fifth grade achievement level. This person described in some detail the work of these youngsters who were dropped into a highly competitive academic setting and the frustrations which resulted. I had serious questions about this oral report which was given to me and I asked the General Accounting Office to do a study of it. Their report supported what had been previously said, that the average student achievement level was at the fifth grade. These youngsters were placed in a competitive setting where they could not compete successfully, and indeed this did lead to frustration and anger, and they were the ones who led one of the major riots on that campus about two years ago.

I do want to say that my quarrel with "open admissions" has not been that ways should not be found--for we must find them--to continue to identify capable people who might succeed in academic work, but my reservation about the open admissions policy have been that it has been used as an open ended way, in several instances, of pursuing federal dollars, for feeling some noblesse oblige about helping "the lower classes," while submitting many youngsters needlessly to the anxiety, and the disappointment and frustration of failure, and so I would raise the question: Could not that money be used more wisely in other ways?

Formulas for Financial Aid

There are several proposals in regard to institutional aid in the Congress. The Senate last week adopted the Pell Bill which would place all of the institutional aid on the basis of how many economic opportunity grants and work-study funds were received at that college. This does not seem to me to meet the needs of institutions of higher education at the present time. It is only one of the factors in financing a university or in figuring the cost of higher education, and it is also one that is frequently changed, either by Congressional action or by Executive action.

If we follow the trend of EOG or work-study or NDEA loans, we find there have been many changes since 1958, and these changes have occurred, either by Administrative act or by Congressional act. To tie institutional aid to EOG and work-study would be to tie it to the most unstable factor of all--and would deprive institutions of the financial stability required. In addition to that, it seems to me it would bring about a change in the price structure of the colleges and universities. The trend across the country in recent years has been to lower the tuition and the fees so that education would be more accessible to students. But if an institution's aid--and in some cases its ability to survive--is dependent upon the amount of EOG or work-study money that that college had, then I think the colleges or universities, and the state legislatures for state-supported institutions, seeing the Federal aid that might otherwise be available, will undoubtedly change their price structures, and we will find tuitions and fees raised so that students will get more EOG and work-study money because the amount of EOG and work-study depends on the costs at the institution. The higher the tuition--the bigger the economic opportunity grant.

I am persuaded by the Cheit Report, by the Jellema Report, by a report out of New York State, by a study of private colleges in Massachusetts, by a study of ten private colleges in Pennsylvania, by a study by the Land Grant College Association, that the financial crisis is indeed widespread. It is nationwide--it is not something that affects only a few colleges. So on the House side, we have proposed that institutional aid should be based on the

number of students enrolled. Each institution would receive $100 for each student in the lower division, $150 for each student in the upper division and $200 for each student at the graduate level, and we would have a weighted factor of $300 for the first 200 students enrolled and $200 for the next 200 students enrolled, and then the other formula would go into effect. In this way, it would give that added amount to the budgets of the small colleges and universities.

Administrative Opposition to Institutional Aid

I find that some of my colleagues say that we must somehow identify the most needy colleges in the country and devise a formula that would provide only help to those most needy universities. I find trouble with this because I do not know of any equitable way to identify the most needy institutions. Is it because they are operating in the black, so they do not need funds? Perhaps in that State they are prohibited from any deficit financing, and so they are required to be in the black, but they may have cut back on programs, they may have not hired additional faculty members, they may have done several things that were not in the best interest of education in order to stay in the black.

Perhaps one institution has an extremely competent administrator so it is in the black. Another institution has a less competent one and it is in the red--so do we reward the incompetent by giving the money to the institution in the red? I know of no way to produce a formula that will really identify the most needy institutions. Ben Lawrence, who heads a study in college management, has told me that it would take at least six to nine months to get the necessary input to help in this regard.

I also must say that I am extremely disappointed in the opposition of this Administration in the early part of this year to any kind of institutional aid, and I recall that when Secretary Richardson came before our committee, he opposed institutional aid, and he used the words "because institutions of higher education are the most inefficient institutions in the country." He wanted them to reform before any financial aid arrived. I suggested to him that I knew of a couple of institutions that were as inefficient and one was the Office of Education and one was the Congress. I also suggested to him that it seemed to me very strange that if it were national policy, and if this Administration had decided, and they have, that it is in the national interest to bail out Penn Central, and if indeed it is Administration policy to bail out Lockheed (neither one of them noted for their efficiency), then it seems to me that it is equally in the national interest for the United States government to bail out those institutions of higher education which are indeed furnishing a very important service to the country.

Private Institutions

Private colleges--most of them small--represent nearly 60 percent of the higher education system in this nation and they serve 25 percent of our total student enrollment. Clearly these students are a sizeable minority who like the values and conditions of study offered by such places. Just because public subsidy of education has been a practice only in the other 40 percent of higher educational institutions, it seems to me that we cannot just shrug our shoulders over our loss of diversity if private colleges close their doors in rising numbers. In fact, I think it is not in the national interest to allow any of the colleges to close their doors in the coming years. I think we cannot afford to be indifferent to the possibility that the Swarthmores, the Oberlins, the Mills, the Reed Colleges and the old denomination, as well as the young fledgling schools die.

The Foundation

In planning for the 1970's and 1980's, besides the matters I have touched upon, there are many, many others. The Administration has recommended a Foundation. Two years ago when they came before our committee they presented the Foundation as a quasi-governmental unit that would administer or give operating grants. At that time they would have phased out about a dozen programs. Their veiw of the Foundation has changed drastically, and this year when they came before our committee, they viewed the Foundation as one of reform only.

Now I am not one who thinks that no reform is necessary in higher education--I am all in favor of it. But I have grave reservations about placing in the hand of fifteen people on a board in Washington, D. C., the power to decide what kind of reform ought to occur. They want a strong board presidentially appointed. This board obviously would give the grants to those colleges and universities who somehow would bring about the kind of reform that they had already decided ought to take place. I would much rather see our colleges and universities take the initiative for change and innovation--have this change come from within. I see lots of changes that are occurring in higher education across the country, and I would like to have it continue that way. I do not want reform imposed on colleges and universities by a board in Washington.

In addition to that--and I know in this room there are at least some consultants from private consulting firms and corporations--and I intend to have a lot more to say about this before the end of the year: For about fourteen months one of the members of my staff has been going over contracts and grants, primarily in the Office of Education; two years ago we examined grants and contracts in the Office of Economic Opportunity--and I say to you that I am appalled by what I find. There are about 20

studies that I asked for from the General Accounting Office which supported what we had already found: they said the Office of Education research bureau is in chaos. Too often, they do not know to whom the grants are given, or for what purpose, or what the results are, or how they are using the funds. A recent Library of Congress report has this to say: "The federal government now spends annually 4 billion dollars on research and development"--(that 4 billion is not just in education)--"4 billion dollars on research and development, in its own laboratories and it spends considerably more in others. But it does not know how many labs it has, where they are, what types of people work in them, or what they are doing." That's from a Library of Congress study.

So I would also say from that standpoint that I am reluctant to see another agency in government in Washington giving out the grants, and I think it would be, on a procedural basis, very similar to the Office of Education. I might also digress a moment to say that we often are intrigued by the "buddy system"--that somebody in the Office of Education went to school with somebody 20 years ago out in Podunk and that's about the only reason we can see that person got the contract 20 years later from the Office of Education. I would rather see institutional aid, placing all institutions, if we can, on a financial, stable operating basis, and then let the changes and the reforms come from within the institutions themselves or from regional groups as it has in past years.

Philosopher-Kings and Philosopher-Plumbers

One final word, and I don't know whether there is agreement on this or not. It seems to me (although this may be a strange thing to say to a group of people who are primarily from the four-year institutions), that we have placed far too much emphasis on the acquisition of a college degree in recent years. We have persuaded a generation of parents and a generation of students that the only road to success and happiness is through the acquisition of a degree from a four-year institution. As we plan for the 70's and 80's, we should place more emphasis on vocational and technical education. Must we not get back to the place where the worth and dignity of any job is in how well it is done and not whether it is done with the hands or the head. I see no reason why we can't have philosopher-plumbers as well as philosopher-kings. There is no reason why a plumber can't enjoy a Beethoven symphony or take courses on African culture or anything else that he wants to.

In late January in The Oregonian, there was a caption across the top of the page that said: "Oregon, the Number One State in Vocational, Technical Education." I would like to think that's true, though I don't know whether it is or not. But it was the second sentence that intrigued me,

and it said that the Chairman of the Governor's Conference on Vocational and Technical Education, after he read this report said, "My God, if we're No. 1, what are the other 49 states like"? In Oregon, only 10 percent of the students complete a four-year training. Why the disproportionate amount of funds spent on this small group? I am not going to belabor the point. I'm going to use one of my favorite quotes from John Gardner. He said, "Every society must demand excellence in every phase of its activity, and any society which looks down upon plumbing because plumbing is a humble activity and tolerates shoddiness in philosophy because philosophy is an exalted activity, will have neither good plumbing nor good philosophy and neither its pipes nor its theories will hold water." I happen to agree with that.

The Problem for Congress in the 1980's

So these then are some of the problems that I think we must face as we plan for the years ahead. What's going to happen to the middle income student? How are we going to finance the institutions of higher education? What's going to happen to vocational and technical education? How can we identify the most disadvantaged students who have the academic ability--and make it possible for them to go to college? And how will we bring about research and reform and innovation? Through a national agency directive from Washington or from the institutional level?

The problems for Congress, looking to the 80's, will be to provide needed aid to help institutions of higher education solve their problems, and to do so in a manner which will not exacerbate their difficulties. We must resist the temptation to think that Congress can solve all problems and instead we must encourage institutions to solve their own. And we must provide aid in a way which will give them the strength and the vitatility to do so.

I think it's a constant temptation for those of us in Washington, on the national level, to think that somehow we have the solutions to problems, and then to force those solutions on the people of the country. I much prefer to see groups such as this, from many institutions, gather to discuss the problems and plan ways to solve them, and I am very grateful for having had the opportunity to participate in this conference on long-range planning.

III. VIEWS FROM CALIFORNIA

A. CALIFORNIA COMMUNITY COLLEGES

Samuel W. Elkins

Growth of Community Colleges

The community college is a child of the 20th century. It is primarily an upward growth of the high school rather than a down growth of the colleges. An early progenitor of the junior colleges as we know them today was probably a room at the end of a high school corridor, where classes were given in advanced mathematics and foreign languages, where it was the intention that the students would later on transfer to four-year schools.

With the passage of time, many of these rooms and the advanced classes offered in them grew to the extent that agreements were negotiated with universities and local colleges to accept courses offered in lieu of grades at the higher institute, or credits accepted for transfer.

This concept grew until by the 1930's there were a significant number of schools, located throughout the country (most of them in California), which called themselves junior colleges and concerned themselves with general education.

At the end of World War II, there was an explosion of higher education in the United States. The G. I. Bill of Rights brought dozens of young men and women back into the schools and colleges of the country. Many of these people had clear-cut professional goals and careers in mind. They enrolled in colleges that satisfied their goals. These students were marked by diversity, energy and maturity. They were not easily satisfied by the trivial curricula that had developed over the previous few years. As a result, in the decade that followed, junior colleges not only grew larger but they became diversified as well.

This diversification took many directions. Special courses were developed for persons who had poor preparation or no preparation at all for college level work. Night school and extended days were added to enable students to attend if they were working during the day. Educational and technical programs of all sorts were offered. It is this last item that is the most important single change that occurred directly after the war.

Enrollment Increase

The most spectacular growth of junior colleges occurring during the last 20 years has occurred the last 10 years. In the U. S., junior college enrollments have grown from 600,000 in 1960 to an estimated two million at present. During this same period, the number of junior colleges in the U. S. has grown from 650 to roughly 1,100 institutions--approximately 90% public and 10% private. In California, more than 600,000 students are currently enrolled in 93 public junior colleges. This represents two-thirds of the total enrollment of all institutions of higher education in the State. The official State forecast indicates that by 1975 total enrollment will be 900,000. This rate of growth has been almost double that of the state colleges and universities in California combined.

Principles of the Community Colleges

The peculiar evolutionary history of junior colleges, as an outgrowth of public secondary education in the U. S., can be described by some of the basic principles which are followed by junior colleges today:

1) primarily low fee or no fee institutions;

2) subscribe to the open door policy where there are no minimum requirements for admission;

3) controlled locally by a board of trustees; and

4) predominantly financed from the local tax base coming from real estate taxes.

Experience shows that of the four items listed above, community colleges have been able to live well with three. In the area of low fees or no fees, they have been able to extend higher education without selection based upon the ability to pay.

Such a selection is invaluable when you have committed yourselves to the concept that all persons should have an equal right to a professional or general education through the 14th grade. Extensions of this principle have enabled the community colleges to enter into the hard-core areas of the underprivileged and to offer the opportunity of education on a broader base than any other institution. The open door policy, with free admission without proper regard to credits, represents one of the greatest problems and greatest challenges that is to be found in the junior college movement. Through this door comes a cross section of the people of America. California community colleges like to say that they select not from the top 10% or the top 20% but from the top 100%. They work with

students whose past performance, as it can be shown through tests, is in the 99th percentile and they work with some who are only in the first percentile. Some like to say that our open door is a revolving door, so that students who are unable to succeed are sent back out again through the door.

Local control has already been referred to. It is from this that community colleges draw principal public support and flexibility to respond to local conditions.

It is the fourth concept, that of receiving primary support from taxes levied against real estate that creates the most serious problem, both now and as we look forward to the future. In California in 1970, 64% of the dollars spent in junior colleges came from the local tax base, 30% from the State, and 6% from the Federal Government. The burden on the local home owner in supporting all levels of higher education up through and including junior college, plus the growing commitment to local police, fire department and other services is becoming intolerable.

Junior colleges are eating into other resources and into their reserves. Taxpayers in California are turning down tax increases and school bond issues at the rate of 9-1.

It is clear that as we move into the 1980's a proper base of financial support will have to be found for the junior colleges. The State should live up to the commitment for the Master Plan and the Federal Government will have to shoulder the cost in specialized areas, such as costs for building construction and equipment and funds for new an innovative experimental programs.

If one looks into the future, it is difficult not to be blinded by the magnitude of the fiscal problems that are faced by all of us. One is tempted to say, like James Thurber did, that "It is probably not wise to look back on history with sorrow or to look forward to tomorrow with fear, it is enough to just look around today, warily."

Challenges of the Future

Problem No. 1: The need to pause for evaluation and consolidation. The junior colleges have grown at an explosive rate. They have built new colleges, developed new curricula and experimented with new teaching methods. The word innovative has become an important word in the vocabulary of the junior college educators. Yet, they have been just a few steps ahead of the problems created by growth and the need for adjustment to a rapidly changing world. They have been unable to pause and properly use

the tools of evaluation and research. The application of innovative change should somehow be directed towards those areas where evaluation of present techniques reveals that change is needed. Many existing techniques do not need change as much as they consolidation and refinement.

Problem No. 2: The community college must develop a stronger image and a clearer philosophic base. Rapid growth has prevented the community college from developing an identity both from without and within.

Large segments of the public are totally unaware of the function and large sections of the faculty argue needlessly and fruitlessly about what programs are needed.

Problem No. 3: The community college must find more teachers. The true master teacher with a combination of competence in his subject and an ability to pass this information on to the mass of his students is an extremely rare commodity. Two years ago, when the San Mateo junior college district opened its Skyline College, it actively corresponded with over 4,000 persons in search of 137 teachers whom it employed that year.

As many of you know, there is no shortage of persons who hold the credentials--the diploma or the union card or whatever it is--to do a job. The problem is to find the master teacher. In this regard, assistance is needed from the colleges and universities. More help is needed in the identification of persons who show promise of being a master teacher.

In addition, there are many other problems to be faced by community colleges in the next decade including the demands by students for a role in college government and the demands by teachers for a stronger participatory role in college affairs.

Problem No. 4: Demand by teachers for more participation. Part of the growth problem has resulted in the development of impersonal attitudes. When we had colleges a few years ago we had 30, 40, or 50 teachers in them; we now have 350-400. Teachers have always been hard to govern and that is one of the reasons that they go into teaching. They have their own classroom which is literally their castle. They resist being administered or governed in any way. As we have grown, these problems have become greater. We are moving into a new era in personnel management in junior colleges and four-year colleges and universities where the teachniques we have used in the past have moved from what one finds in academia to what one finds in labor relations in any large industrial concern.

We are finding, that in those of us who are concerned with personnel in schools, that what we are really heading for is large labor negotiations and arbitration. This summer, legislation was introduced in

California which would make it possible for school teachers to enter into arbitration and negotiation just as labor organizations. This of course always carries with it the threat of a strike. I don't know how they are going to avoid that.

The point is that we have to be aware of, and be more knowledgeable so that the unions, or whatever group it might be, are not running circles around us because of our ignorance of affairs that we don't think belong in schools.

Conclusion

In conclusion, let me quote from the report, The Open Door to Colleges--Policies for the Community Colleges, conducted by Clark Kerr for the Carnegie Commission: "The community colleges should be available within commuting distance to everyone throughout their lives except in sparsely populated areas where there should be residential colleges.

"The Carnegie Commission favors the comprehensive college with academic, occupational and general educational programs. The Carnegie Commission supports open access to the open door colleges. And, finally, about 230-280 new community colleges will be needed by 1980."

The Carnegie Commission report is a welcom endorsement. We, in the junior colleges, however, are too busy to try to fulfill its prophesy to be impressed by its approbations.

B. CALIFORNIA STATE COLLEGES

Thomas H. McGrath

Crisis in Confidence

Education across the nation and in California is experiencing a catastrophe--that is a crisis in confidence resulting in the most serious financial crisis since World War II. Most who have worked in education for the years since World War II have largely gone on the assumption that if they asked for something on next year's budget and did not get it, then surely it would be in the following year's budget. That's the way it worked. But now, they are not so sure. There is a real question as to how much additional tax burden the average citizen is willing to put out, not only for higher education, but all education.

In a recent Gallup poll, a cross-section of citizens in this country were asked: "If your local schools needed more money to operate on, would you vote for raising taxes"? Fifty-six percent said "no."

Either the public does not believe that education as we know it, or as they understand it, is worth the cost, or they really do not know what it is we are doing. I think we have a obligation to try to help them understand.

Ten years ago the State of California enacted a master plan for higher education. This plan provided for differentiation of functions between the community colleges, the State colleges, the University of California and our private colleges and universities. It also provided for a statewide advisory council, known as the Coordinating Council for Higher Education.

Since adoption of the master plan, California has had its most dramatic expansion of higher education the world has ever known. The State obligated themselves to hire more faculty, build more facilities, and teach more students in a ten-year period than it had in the previous 100 years, and, it did it. Now, after ten years of outstanding success, the master plan is being subjected to restudy. A select committee of citizens of this State are reviewing the plan. They are bound to come up with a new master plan or a new look at California's needs in higher education within this next year. The California State Legislature also has a joint committee studying the master plan for higher education. The legislature too will come up with its own plan of the needs in California for higher education.

We in higher education are now suffering from the effects of the same taxpayers' revolt which is forcing cut-backs in elementary, junior and secondary colleges. It is simply impossible to pass major bond issues on a statewide basis.

In 1960, 98% of all school bond issues in California were approved; in 1965, 77%; in 1967, 48%. Last year more bond funds were appropriated or approved on the ballots for pollution control than for public schools.

When told that colleges and universities must accommodate our regular growth rate but with fewer faculty and nearly no new facilities, this can only mean only one thing--overutilization of both. The California State Colleges are now on a classroom utilization formula which requires utilization of classrooms 55 hours a week between the hours of 8 a.m. and 10 p.m. So, we are up against hard times in state colleges in terms of both capital outlay and in terms of support.

Looking Toward 1980

In the "View from California," as we head to 1980, there is no doubt that we are only one facet of what is being reflected across the country in other institutions and other systems. We are searching, testing, studying and projecting. We are asking ourselves: What population should we be

serving? Have we designed our admissions criteria to screen people out rather than let them in? Is there a large segment of our population, especially adults, which needs to avail itself of our services to upgrade themselves to new professions?

As a result of Chancellor Dumke's innovative proposal for a restructured approach to higher education in California, several new operations have been tested. He has created a Commission on External Degree Programs. Under this Commission, Chico State College is offering, this year, upper division degree work on the campuses of two California junior colleges. Students enrolled in these programs may earn their B. A. degree without ever setting foot on the Chico State campus.

This Commission is also experimenting with a number of new systems for taking education to those whose needs cannot be met by traditional on-campus education. A substantial program throughout extension and summer session programs is underway. More than 100,000 students are enrolled in the extension programs. Sixty percent of these classes are offered off campus. We also hope to remove or suppress education through extension and summer session programs. One example of our new approach is a pilot program at two State colleges--San Francisco and Bakersfield. They will administer the CLEP examination (College Level Examination Program) to the entire entering freshman class. Freshmen will receive ten units of credit if they score 500 or above on any of these examinations and in the event any student scores satisfactorily on all five examinations he would be reclassified as a sophomore and skip the freshman year. Chancellor Dumke has estimated that by cutting just one semester, the State college system could admit another 1,200 students each year without adding any additional facilities.

Conclusion

In summary, many of our traditional views and concepts are being challenged, rigid curriculum patterns, accumulation of specified number of units or breadth requirements from a restricted list are being questioned. The accounting for faculty time on a unit load or a student contact hour basis, our grading practices, all are being questioned. We are looking for new ways to gain greater utilization of our facilities, new educational delivery systems, and new ways to serve population traditionally ignored.

We believe that indeed the view may be different. It might be bright again for higher education. One reason for my personal optimism for this is that in California we will have at our next general election nearly two million newly enfranchised young people 18 and over who will get to vote as a result of the 26th Amendment. Most of these young people in California will have been attending one of our public or private institutions

of higher education and I believe that they will reflect their appreciation for that experience when they go to the polls two years from now.

C. CALIFORNIA PRIVATE CHURCH RELATED COLLEGES

Sister Gertrude Patch

Financial Pressures

The pressures placed on our educational systems by the present financial situation are not unique to the public institutions. As far as one can see there are no immediate solutions to the many needs. For the next few years, costs will continue to increase, endowments will become smaller. Members of other professions will continue to receive better salaries than the teaching profession.

The problems faced at this time by private institutions--and I speak more for the private church related colleges--are unique. For the church related colleges, endowments are small--probably because of a lack of foresight by the operators of the institutions. Much of the endowment was considered contributed services of the members of the religious orders. This amounted to about 55% or 60% of their salaries which went back into the operating expenses of the institution. While numbers of religious orders are declining in number, institutions are becoming very much aware of the need for endowment growth. Tuition covers almost 50-52% of actual costs which means the rest has to be covered by auxiliary enterprises, endowments, private gifts.

The private colleges also have a recruitment problem. With the public institutions and their low tuition there is no problem in recruiting students, in fact you find there is a difficulty in accepting all who apply to the institutions. Private institutions, particularly small ones, are perhaps vying with one another to attract students who can profit from the kind of education privately provided.

We cannot provide, at least for the smaller institutions, when we have no precise number of students we are going to get. We cannot count on that certain number of registrations in order to build the budget; our budget is not really finalized until September, making it difficult to plan for faculty.

This past year, because of a drop in enrollment, we were faced with a very large deficit for an institution of our size. In order to meet that deficit we have had to cut back in many areas, including faculty and staff positions. We have had to freeze faculty salaries and we are trying to make up for this kind of cut-back by ensuring that our educational program is still

strong. This includes cooperation with other institutions. For instance we, at Lone Mountain being within the City of San Francisco, are building cooperation with institutions including the Academy of Art, The American Conservatory Theatre, The Conservatory of Music and the various institutions of that sort.

It is apparent to many that the private liberal arts college cannot continue to exist for much longer without some kind of assured outside help. Through careful planning, a very effective system of education probably can be developed, perhaps a system more effective because of the present pressures which have caused us to take a closer look at our educational system and effect the needed reforms.

Changes in Educational Systems

Before examing what may be the 1980 higher educational scene, I would like to review some of the assumptions, facts and recommendations made from several studies: by the Carnegie Commission, the task force chaired by Frank Newman, and others by individual educators.

From these reports various conclusions can be reached about how best to change our educational system in order to better utilize the finances which we have at hand. One generally accepted assumption is that nearly all of our citizens will receive some form of post-secondary education. The need for personal fulfillment for level and quality of life which will be rewarding and satisfying will urge most of our citizens to seek some form of higher education. Higher education must be available to all who have the capacity and interest regardless of race, economic and social position. Education is one of the means by which social, economic and cultural disabilities may be overcome. Though suffering such disabilities they must have maximum opportunity to continue their education. The best system for meeting the wide variety of educational needs which exist is one which allows for diversity of program structure, sponsorship and approach. Both public and private sectors are needed and should be fully utilized.

Higher education planning at both State and Federal level should take into account both public and private sectors and should support the role and enhance the development of each. Higher education provides the setting for consideration of the fundamental issues of our society within a framework of rational discourse. Such discussion is essential if the democratic process is to be kept vital and viable.

Because of the extent of the need for higher education programs, it is imperative that both private and public resources for funding be substantially increased. Higher education, both public and private, serves

the public interest in a variety of ways: by developing the capacity of citizens to be productive members of society and to be effective citizens of state and country; by providing for assimilation of knowledge and enrichment of culture through new knowledge and skills stimulating the arts and humanities. It profits the public by taking research on matters of public importance by engaging in various forms of direct public service.

In a study made by the Carnegie Commission entitled Less Time, More Options, the following observations were made: more education takes place before college, during college, and after college than ever before through use of TV, books, films, etc. The first year of college is often wasted for students with a good general educational background. Colleges are now recognizing the need for challenging entrance examinations.

The following are the specific recommendations which the Carnegie Commission saw as educational guidelines for specific reform which are obvious from their observations: shorten the length of time for formal education; provide more options; make educational opportunity more appropriate to life time interests; make educational opportunities more available to more women, employed people, older people, persons from lower income levels; make degrees more appropriate to positions to which they lead. Extension of post secondary education be encouraged outside the formal college, in apprenticeship programs; employers hire and promote on talent alone, as well as on prior certification to provide alternative routes of entry other than full-time college attendance; reduce the number of narrow, one level professions which do not offer opportunity for advancement.

Further recommendations suggest that the time taken to get a degree be shortened and that opportunities be created for persons to enter higher education throughout their active careers in weekend courses, night courses, and so forth. That all persons, after college, have financing for two years of full secondary education placed in the bank through some kind of Federally financed program. This money be used at any time after their secondary education.

In another Carnegie Commission report there is the recognition of the value of the private sector of education and of the need for state responsibility for it. The report stated if enrollments in two-year colleges were not counted, private enrollment constitutes one-third of total enrollments in colleges in the U. S. The recommendation of the Commission was that state governments, in cooperation with local government and private institutions, continue to exercise major responsibility for maintaining, improving and expanding systems of post-secondary systems adequate to meet the needs of the American people.

The State should not and need not directly supply all the resources necessary, but it should exercise complete control of the system of post-secondary education and it must ensure that such a system exists through a multiplicity of public and private resources and institutions of various types. Unless the State and Federal governments help all institutions of higher education, both public and private, by increased financial aid, tax relief for parents sending their children to private institutions, and other forms of aid, the private institutions will cease to exist.

Diversity in Education

It seems very important to our whole culture to provide for diversity in educational expertise which provides for a variety of educational institutions. In much of the literature about this, stress is placed on the need of youth for personal interest in education, as an individual and for his own involvement in the planning and working out of his educational goals. In Reich's The Greening of America, an account is made of the type of education which will help a student to learn, to question, to evaluate his findings; to appreciate the variety of things and ideas; to learn to live with ambiguity, and to be exposed to a wide variety of experiences, to learn to search for and develop his own potential, his own individuality, his own uniqueness; to be prepared to adapt to change.

This kind of education seems best achieved in a community where the student knows and is known by his peers and faculty, where there is concern for the individual's growth, where there is acceptance of a variety of life styles, and where students and faculty participate in the running of the institution. At the same time, it is obvious that for each student desirous of this kind of education, there will be a different educational goal, a different educational emphasis, hence the need for easy access to a variety of programs, opportunities for intellectual and spiritual growth.

The 1980's

I have a kind of dream for how education will be in the 1980's. It takes for granted that most, if not all, of the Carnegie Commission's recommendations by 1980 will have been generally accepted. With the growth of cities I see San Francisco, Los Angeles and San Diego each with a university to which a variety of colleges will be attached. Perhaps there will be no more private institutions, as such, but there would be colleges of various sizes, philosophies and areas of interest. These colleges would probably be subsidized in some way by the government and each college would have its own particular atmosphere and specialty. There would be an ease of exchange between the colleges accepting students from other colleges for individual courses.

All of the colleges would use the city as a laboratory accepting the experience as legitimate and in fact a necessary part of education. The colleges would make use of such urban adjuncts as art museums, social agencies, research centers, hospitals, theatre companies, government offices, sociological centers and the like. There would be a growth in independent student projects related to in-service work. Many of the projects or programs would be facing current social programs designed to teach the student to understand to anticipate the fast and complex social changes occurring about him daily.

Such focus very probably presupposes an understanding of history, philosophy, literature, psychology. Within the various colleges there would be a great flexibility and an atmosphere very receptive to innovations in teaching and learning experiences. One college, for example, might be primarily concerned with urban problems in planning; it might have a social-science orientation, sociology, psychology, political sciences, history all strongly interdisciplinary within the college.

IV. VIEWS ON MINORITY GROUP ISSUES

Introduction

The subject of the session was "Views on Minority Group Issues." Although this was the topic of a previous SCUP Conference, its continuing importance merited its inclusion a second time. The specific scope of this session was to review progress and problems in minority employment in an effort to be more effective.

Robert D. Wilson introduced the evening's topic by tracing briefly the history of Equal Employment Opportunity. The 1964 Civil Rights Act enunciated the Federal Government's policy to bring minorities into the mainstream of employment opportunities on Federally-funded activities. Its initial reliance on voluntary compliance and inadequate funding impeded meaningful gains. During the past several years, largely as a result of minority militancy and executive orders requiring affirmative action programs of beneficiaries of Federal funding, employment and business opportunities have been significantly advanced. This is, however, only the first step in equal employment.

The aim of this session was to assist the conferees in developing sensitivities and mechanisms for improving and continuing relationships with minorities within each institution, its external business relations, and its surrounding minority community.

A. WESLEYAN UNIVERSITY - EQUAL EMPLOYMENT OPPORTUNITY

John Robinson

The first speaker was John Robinson who discussed specific efforts to include minorities in all Wesleyan University activities.

Although Wesleyan had initially adopted a passive non-discrimination policy for admissions, in 1964 it began an aggressive program of recruitment of black students. Admissions officers recruited directly from inner-city and rural southern schools. The trustees and administration evidenced their support by increasing the financial aid budget, allowing more leeway in admissions policies for minority applicants, and establishing remedial programs in fundamental areas.

In the following years, the percentage of black students increased and concern for minorities extended to Latino and American-Indian candidates. During 1970-71, these groups comprised 15 percent of the student body.

The increase in minority enrollment led to Wesleyan's first real dealings with racial tensions. The needs of minority students affected the University in many areas. Some of the results of these new pressures were:

1. Establishment of an Afro-American House and an African-American Institute which carries on a cultural program and sponsors courses relating to Black Studies.

2. Reorganization of the Board of Trustees to include the first black and woman members.

3. Efforts to increase the number of black faculty members.

4. Efforts to increase the number of minority employees in non-academic jobs on campus (the position of Equal Employment Officer was established).

5. Formation of an Upward Bound program.

6. Establishment of a $1 million revolving fund to make low-interest loans available to local non-profit groups to build low-income housing and to minority group members to purchase their own homes.

7. Use of the University's leverage as a builder to induce unions and contractors to open up building trades apprenticeships to minorities.

8. Arrangement by the University to award contracts for $300,000 of renovation and construction work to a coalition of black contractors.

9. Sponsorship of a twelve-week seminar for minority tradesmen seeking to move into general contracting work.

Mr. Robinson spoke in greater deal on the last two points.

The award of $300,000 of construction contracts to black contractors following a secondary boycott by black contractors who complained of the small percentage of blacks on the job. Black faculty and administration issued requests to the University supporting the complaints. Wesleyan responded by agreeing to establish an Office of Equal Employment Opportunities on campus and increasing black participation of construction projects. An alliance was formed with black contractors for various construction projects in excess of a quarter million dollars. The projects involved are

of a size and nature that these contractors are qualified to undertake. In support of this development, all future building project contracts will include an Equal Employment Opportunity clause.

The minority contractors' seminar program is another aspect of Wesleyan's effort to foster equal opportunities for minority groups. Some of the topics covered in the seminars are: company finance, estimating and bidding, contracts, field supervision, quality control, cost control, and accounting. Contractors who participated in the seminars have since bid successfully on a number of construction jobs.

Wesleyan also played a major role in the establishment of an apprenticeship program to assist minority tradesmen.

B. TEMPLE UNIVERSITY - THE PHILADELPHIA PLAN

Howard O. Krasnoff

The second speaker was Howard O. Krasnoff. He focused on the subject of construction at Temple and its connection to and involvement with the Philadelphia Plan.

The Philadelphia Plan, which has counterparts around the Country, is a strong Affirmative Action Program for equal employment opportunities. It requires the contractor to employ minority workers in certain critical trades. If the contractor does not attain these goals, he must show cause. The Federal Government has taken a strong approach toward enforcement. There are sufficient personnel to visit and inspect construction sites. When contractors are not in compliance, the government can initiate procedures to inform the contractor of his non-compliance and, if necessary, remove him from the job. Because Temple University is a recipient of Federal funds, these procedures apply to all building contracts.

There is a second condition that requires Temple to comply with the Philadelphia Plan. The University has had a history of community confrontation, especially concerning building programs. In 1970, an agreement was reached: "The Community-Temple Agreement of 1970."

This agreement requires the University to comply with the Philadelphia Plan on all construction projects. Therefore, even where Federal funds are not involved, Temple must apply this equal employment opportunities program.

Difficulties have been experienced in implementing the Philadelphia Plan and bringing contractors into compliance. There were recently 55 or 60 contractors at Temple who were in non-compliance.

Although all contractors are informed at prebid meetings of their obligations, they cited the difficulty of bringing a minority worker through the union apprenticeship programs as the cause for non-compliance. The contractors appealed to the University; complex negotiations ensued. All contractors are now in compliance or have satisfactorily shown cause. Contractors who are not obligated by the Philadelphia Plan have found other means to avoid the problems of union apprenticeship programs. Rather than attempt to put an apprentice through the union program, these contractors directly employ minority subcontractors. This has been effective in helping small subcontractors develop into financially stable organizations with administrative abilities and larger bonding capacities.

To find these subcontractors, the contractors have gone to local churches, advertised in local Black newspapers, and visited small jobs around the city. Although lack of experience may initially lengthen the time required for each project, this will be overcome as the subcontractors are involved in more jobs. Other contractors have attempted joint venturing with small minority subcontractors.

It is evident from these experiences that the involvement of the University goes beyond the inclusion of an equal employment opportunities clause in its construction contracts. It is committed with time and money to the administration of the contracts. Some of the problems involved are controllable; others are not. Temple has developed a three-way contract procedure between the University, the General State Authority (which is actually the contracting agency), and the contractor. The General State Authority had made a commitment to withhold payment from contractors who are not in compliance with the terms of their contracts. This procedure has been effective elsewhere and can be effective in Philadelphia.

Summary

The main theme of the question and answer period and of the session in general was the University's role in the initiation and administration of Equal Employment Opportunities. More generally, and also more importantly, this is the issue of the University's responsibility in solving societal problems. Should it be aggressive or passive? Should it confine itself to education in the strictest sense or deal also with these problems in its own activities. This question has been raised before concerning civil rights, the Vietnam War, etc. The experiences of these examples have shown that the Univeraity, as an enlightened institution with a vocal population cannot remain aloof.

This was the sentiment also of the speakers at this session and of the audience as a whole. Wesleyan first became involved when it increased

the enrollment of minority students. Pressures brought to bear by these students and their supporters generated a great many changes, from enrollment procedures to hiring practices. Because of the benefits derived from these changes, Wesleyan has decided to go beyond that which will satisfy immediate tensions and offer opportunities for the future. The discussion of minority issues at Temple University was confined to minority hiring on construction projects. Here again, the University found that it had to extend itself, with money and time, to the administration of an Affirmative Action Program. Federal legislation and procedures have given the University the ability to enforce this program.

In general, the University must be involved in minority rights because it is a part of the total population and must take its share of the total problem. Secondly, the University, as a relatively liberal institution, can take positive steps and become an educator in a larger sense, an example to the rest of society.

QUESTION AND ANSWER PERIOD

QUESTION: Have budget limitations effected the commitment of the University to Affirmative Action?

ANSWER (Wesleyan): No. Wesleyan has a built-in 5-10% cost factor to implement and see-through minority involvement.

QUESTION: Is the Philadelphia Plan a success?

ANSWER (Temple): In theory, yes. In practice, no. According to the contractors, hiring hall practices make it difficult to run an apprentice through the union program and have him successfully employed in a trade. Unions and contractors have to come to an agreement.

QUESTION: How can one get around the "show cause" escape clause used by contractors? "Cannot find qualified minority workers"; "Minority contractors don't have bonding capacities"; "Cannot reach standards."

ANSWER (Temple): So far at Temple, contractors have attained goals. A representative of the government claims those excuses would not be acceptable. So far, non-compliance has been due to paperwork problems--timely filing, keeping of accurate payroll records, bookkeeping.

ANSWER (Wesleyan): So far same problem as Temple--good field compliance but bookkeeping problems, paperwork.

QUESTION: The responsibility for compliance is so far very vague. There has been significant regional variance in supervision of compliance. There has been more emphasis on University compliance than commercial compliance. Why is there regional variance?

ANSWER: All are required to comply. Since some institutions receive Federal funds, they are more strictly supervised. Because of limited personnel, the government just hasn't gotten to everyone yet. It is setting up "Contract Compliance" offices. Also, minority employment is a bigger issue in different areas of the country depending on number of minorities living there, minority militancy, etc.

QUESTION: Who should bear the burden of extra cost involved in hiring minorities, the institution or the government?

ANSWER (Wesleyan): Each institution and person has a responsibility in minority opportunities and the University should incorporate these costs in its overhead. The University should take a forward step and go beyond what is reasonable. Efforts must be made on a local, personal level to make progress on a broader plane.

ANSWER (Temple): The Universities must absorb costs as a sort of penance for past. Institutions with social responsibility must set examples.

ANSWER (Ford, Washington): There are funds in the Labor Department to supplement construction efforts in this area.

QUESTION: What of Universities' minority policies for in-house expenditures? Purchasing agents deal with large sums of money which are not often spent with minority business men. Contracts for services to the University, such as sanitation, food, cleaning, etc., could be given to smaller minority companies. Bidding procedures and friendships often prevent this. Universities spend lots of money on luxuries such as limousines for officers, etc., which should be channelled elsewhere.

ANSWER (Wesleyan): Affirmative Action clause applies to all purchasing agents in University to eliminate contracts to anyone not in compliance.

ANSWER (Temple): As a result of administering Federal contracts, there are two people at Temple who supervise just this.

QUESTION: Because of the dollar crunch and because construction hiring is a society-wide problem, should not society be asked to pick up the bill rather than the University. Should not the University spend its limited funds on longer-range solutions--such as education?

ANSWER (Wesleyan): The University should not pass off the problems. They should be dealt with locally.

REBUTTAL: If the University assumes the responsibility, will not society then let them do it all? The University should be active with society doing its share too.

QUESTION: With fixed money, should the University spend it on increasing minority employment or on increased enrollment of minority students?

ANSWERS:

1. Is it one or the other? Short or long-range solutions?

2. Follow middle ground; lobby in Washington for allowance from government.

3. Cut out fluff in other areas and channel more money to these areas.

4. 5% additional cost on construction projects is small for the yield it brings.

5. The government can deal with the unions, use its powers of persuasion. The Institution should stick primarily with education or bring pressure on the government.

6. The problem is also with the contractors. They don't try to control costs, hiring practices. But Institution must answer for its policies, responsibility under Federal law to administer it.

QUESTION: In overall minority employment, the Universities are a very small part. For example, in Chicago two large companies--Sears and Standard Oil--are each building huge offices. Standard Oil has program of minority employment; Sears does not. Although University projects are small, they can be demonstration projects. Also universities can hold seminars for industries, contractors, etc., and act as catalyst.

ANSWER: Problem must be attacked from all these angles.

EXAMPLE: In Chicago, agreement between contractor and Operation Breakthrough for a number of minority contractors on a building project is going well, ahead of schedule (building for State of Illinois). The 10% additional cost was written in and because it is a State building, is passed along to taxpayers. This is more effective than Federal intervention. The contractors are learning on the job from large contractors.

V. VIEWS FROM THE ASSOCIATIONS

A. THE SOCIETY FOR COLLEGE AND UNIVERSITY PLANNING AND THE NEED FOR TRAINED PLANNERS

H. Gilbert Nicol

The Practitioners

In my first public utterance as director of the Society for College and University Planning, I must be wary that I not misrepresent either the Society or myself. However, since the Society and I have a common interest that antedates by years our brief time of togetherness, I will strike out, asking only that you be mindful that the views of the speaker are not necessarily those of the sponsor.

The subject of planning in higher education has been the province of the historian and the philosopher, with very little to be heard from those in the thick of battle. It is this quiet in the front lines that is most disturbing because all indicators point to a certain need for those who can practice what is preached in the years ahead.

These practitioners are not so much those who plan as those who bring together the planners that their projections are relevant to each other. No higher education institution has been founded, much less survived without all sorts of planning. Many institutions have flourished without all this planning having been coordinated, and efforts in coordination have sometimes been disastrous.

Accountability

This is all beside the point, however, in the new game that is evolving. The name of the game is accountability. Many of our colleges and universities have faithfully discharged their fiduciary duty to their sponsors and students in accounting for what they have done and for what they propose, but the sponsorship is changing and therein lies the key to the years ahead.

It is unnecessary to specify the rate of growth of public funding for higher education, or its source, or its form. More tax funds are going to be channelled into public and private colleges and universities from the local, state and federal governments, and with each increase there will be new demands for accountability--accounting not for what has been done with the funds but what will be done.

New York State's pioneering program of unrestricted support for its private colleges and universities has been quickly followed by the "request" that they join the quadrennial statewide master plan effort and the predictable linking of the latter as a condition to the former. In a number of other states, direct and indirect support of these institutions follows the same pattern.

For public institutions, the press for accountability increases as the availability of tax funds diminishes. Not only are budgets being more carefully examined and questioned, but legislatures are thinking of setting up their own planning norms, a mandated faculty hour workload being one example.

Coordinated Planning

The great impact as far as comprehensive or coordinated planning is concerned in the years ahead will almost certainly come from the Federal government. Commissioner Marland is pressing revenue sharing for elementary and secondary education this year and promises to do the same for higher learning next year.

Whether the increase in Federal aid is slight or substantial, whether it is unrestricted or categorical, it is certain to follow the highly successful pattern established by the state commission of the Higher Education and Higher Education Facilities acts of the 1960's.

Thus, the flow from what is almost universally believed to be the major source of funds for higher education in this decade--the public treasury--will be through the states. Not only will there be a staggering increase in emphasis on institutional and interinstitutional planning, but this will create a healthy parochialism that will make statewide planning in fact what it is in philosophy.

The business of planning coordination, the art of academic, fiscal and facilities planning, and the science of institutional research must increase in quality and attract many more practitioners. Whether or not the individual institution can convince itself of this need for its own sake, the availability of public funds based on this condition will accomplish the same ends.

Without a substantial increase in the cadre of planning coordinators and constituent planners and even during the development of this resource, the ever present and increasing need is going to be met by public agencies outside higher education and by authoritarian planners within the colleges and universities, both of whom will do comprehensive planning no credit.

The Comprehensive Planner

Thus the Society must give the highest priority to the identification, support and training of individuals capable of providing the component planning in curriculum, finance and facilities and of providing essential data through institutional research. Greater attention must be given the comprehensive planner, who is not as much a planner as a coordinator and communicator of planning efforts set in the framework of realistic goals and objectives. Let me interject that I do not pass over "goals and objectives" lightly, for they are the key to comprehensive planning.

We not only know how to do this but that it must be done. The present sophistication of the art of facilities planning stems largely from the advent of the Higher Education Facilities Act of 1963 and the concurrent interest in this area of foundations such as Ford through EFL. What is lacking is a sense of urgency that the same attention must be given to all forms of planning in higher education. In terms of public support and concomitant demand for accountability, the need is here right now: as increased public support materializes, the institutions best able to utilize it will be those which already have a comprehensive planning effort in operation. Even for their own sake, institutions must heed the observation of the Princeton economist, William Bowen, that the present financial plight of our colleges and universities is more the result of a chronic condition than of the current economy.

The Need for Trained Personnel

David Reisman has observed that the students best suited to take the fullest advantage of an innovative program do not appear until almost ten years after the program is instituted. Again, Reisman has warned that the innovative program--and I think the kinds of planning I have been speaking of all into this category--must depend for personnel on those who must with some difficulty be persuaded rather than on those who desperately want to join.

We should be mindful of this in stimulating what must relatively speaking be regarded as an explosion in higher education planning, that there will be a lag in the attraction of the most capable women and men and that the best will be conscripts (carefully chosen) rather than volunteers.

However, unless the high quality of personnel in planning is maintained, disaster is imminent through the lack of respect and therefore coordination of the scholars and administrators and through the lack of confidence of the public bodies and agencies.

To accomplish this, we must increase our membership substantially and immediately--from the present 800-plus to 1,400 within the next twelve months. With such a broadened base, we can increase the awareness of what is being done--rather than what has been and can be--to achieve optimum utilization of higher education's presently overburdened resources and to instill confidence in the colleges' and universities' wise allocation of future public funding. We must continue with a spirit of evangelism to preach the vital need of comprehensive and component planning and research to the future of higher education.

B. THE ASSOCIATION OF UNIVERSITY WOMEN AND THE FOCUS ON WOMEN IN ACADEME: 1980

Ruth M. Oltman

Women's Interests

The emancipation of women, it has been said, began with their education. Even when the University of Michigan opened its doors to women in 1870, after 15 years of painful debate and soul-searching, it was regarded as "a very dangerous experiment...certain to be ruinous to the young ladies who should avail themselves of it...and disastrous to the institution." Only 30 years earlier, Honore de Balzac had written:

> A woman who is guided by the head and not the heart is a social pestilence: she has all the defects of a passionate and affectionate woman, with none of her compensations: she is without pity, without love, without virtue, without sex.

Today, in 1971, women students comprise 41 percent of the total student population in the four-year colleges and universities in the United States--almost two and one-half million women are now enrolled in degree-credit programs. But how are these represented in higher education? What voice do they have on campus? Are they really participating in the decisions which affect them so vitally? Results of the American Association of University Women survey, "Campus 1970: Where Do Women Stand"? completed during the past year, add to the increasing accumulation of data that women do not have equal status with men in academe and are not receiving quality or equality in education. At every level--student body, administration, faculty, and trustees--women are underrepresented or placed in positions with little power in decision-making, a fact which is particularly true at our large public institutions.

Other groups have been collecting data energetically on the problems of women in academe over the past two years--women's caucuses and committees in over 20 professional associations, women's groups on individual campuses, organized student groups--such as the Intercollegiate Association of Women Students, women's lib organizations. These problems, therefore, are now well-documented and accepted as valid evidence of the under-utilization of the potential of women in higher education. While once sex discrimination was considered the only kind of discrimination which was still socially acceptable, this is no longer true.

As an organization promoting opportunities for women, AAUW is in a position to play a distinctive role in higher education and can act as an advocate of women's interests. We are living in a period of rapid change in the role of women, in women's perceptions of themselves, and in the general thrust for equal opportunities. I believe that the initial shrill phases of what has been called "women's lib" are over and that progressive thinking and action in this area have now become an integral part of every national organization. Equal opportunity for women has become a national issue, just as Civil Rights. Constructive elements are deeply involved in creating awareness of the issue and in working quietly, firmly and effectively for needed social change.

Standards for Women in Higher Education

AAUW recently has completed a set of broad standards for women in higher education, which we expect to distribute to all accredited four-year institutions and which concern women students, women faculty and administrators, non-professional women on the staff, and women trustees.

It is hoped that these standards may be developed with the support and participation of other educational organizations, with a view of achieving a set of generally accepted standards for women in higher education in the same way that the statements on Student Rights and Responsibilities were established. They are based on positive objectives and include means for evaluation of achievement of those goals. We anticipate that these standards will furnish a useful frame of reference for affirmative reaction in all aspects of institutional life affecting women and assist in improving quality education and enhancing educational opportunities for women.

Through the legal efforts of WEAL and NOW, as you well know, a major attack has begun against institutions of higher education at which proven sex discrimination exists. WEAL has filed suit against some 250 colleges and universities, as well as against all of the medical schools in the country. The Office of Federal Contract Compliance is currently developing a handbook, which it plans to distribute to all institutions of higher

education holding government contracts early this fall and which will contain an outline of institutional responsibilities. Many institutions were caught without preparation or sound factual information when they were notified that charges had been made against them for reasons of sex discrimination. Much bitter feeling resulted and many women lost their jobs. The Human Relations Director of one large university under review was quoted as saying, "Once you let women know they've got you over a barrel, they'll take everything they can get from you," which didn't improve his human relations on that campus, you may be sure!

The general acceptance of a set of fair standards which take into consideration the rights and needs of women would make unnecessary the kind of confrontation which such a compliance review engenders. Improvement in the role of women has become one of the major aspects of the increasing humanistic concerns of modern society. The women's movement is clearly in harmony with the growing societal emphasis on equality, individualism and pluralism. It is hard to understand why it has taken so long for women's rights as individuals to be recognized, for the problem is so entwined with social developments and political structures. But it is particularly difficult to understand why higher education has not taken the leadership in this movement or why it has required government action to force compliance with law and with the spirit of fairness and dignity of human relationships--for which there is no sex factor.

If such standards were so accepted, how would they affect policies and practices of institutional operation in the next ten years? Let us look at what the major changes should be, what can and should happen:

Students

1. Admission requirements, standards, policies, and procedures which affect full and part-time enrollment at all levels--undergraduate, graduate, and professional schools--will be the same for men and women applicants and will ensure full equality in opportunity for admission. Quotas and differences in standards because of balance of enrollment ratios will be regarded as denial of equal opportunity for education and employment.

2. Curriculum innovations will permit women and men to combine career-oriented training, work and/or pursuit of a career, with their family and child-rearing responsibilities. This will require flexibility in class scheduling, in independent study, in requirements for residency, in transfer of credit, and in full or part-time enrollment. Many of these factors determine whether a student can continue his studies or not.

3. Financial aid programs will be administered on the basis of merit and need alone, without consideration of sex of the applicant or

quotas. Part-time students will be given the same opportunity for such aid as full-time students.

4. Housing will be available to all students on an equal basis. No woman student will be rejected, if she meets admission requirements, because of lack of housing facilities. Facilities for men and women graduate students with dependents will be available on an equal basis.

5. Placement policies will permit campus recruiting only for companies which will open all interviews to both men and women and which do not discriminate against women in hiring, salaries, training opportunities on the job or promotions.

6. Counseling facilities will be available to meet the needs of the diverse women student population in their educational and vocational planning. There will also be health counseling for both men and women regarding birth control, pregnancy and knowledge of community resources.

7. Women's Studies will be established on the same basis as Black Studies, to extend the areas of sociology, psychology, anthropology, and history to include the contributions of women and the impact of sex roles in our society.

Faculty and Administration

1. Salaries and conditions of employment will be the same for men and women in the same job categories; there will be complete equity in considerations of promotion, training opportunities and tenure. All position vacancies will be openly advertised. There will be affirmative recruiting of women and equity in staff assignments.

2. Nepotism regulations will be eliminated in policy and practice and clear standards of appointment on merit will be established.

3. Maternity leave will be established on the same basis as other types of leave and will not penalize any individual upon return from such leave.

4. Part-time appointments will be clearly defined so that individuals so appointed will receive the same professional benefits as full-time personnel, with commensurate ranks and salaries.

5. Women in top-level administrative positions, where they are poorly represented at present, will be recruited so that they are in proportion to their representation on the staff and faculty.

6. Women trustees will be represented on the Board in proportion to the percentage of women in the student body. Methods need to be developed which will increase the present token membership.

Administrative Practice

1. Statistics on student body and staff for all data collected by the institution will be collected with analysis by sex, race and age so that important differentials are not concealed by overall averages. These facts will be used in the development of institutional policies and programs and in the establishment of equal pay schedules.

2. Child care facilities will be available for children of all students and employees. The cost of such service can be absorbed in many ways if the need is approached creatively and if existing facilities and personnel are adapated.

3. A Commission on Women will be established to give continuing direction to the institution's program for women. It will obtain its authority directly from the president of the institution and will coordinate its work with the total Affirmative Action Program.

Commitment to the kind of institutional program outlined obviously will involve a great many changes in current procedures. This should result in better quality of women's education, better utilization of women's talents and skills and in equal educational opportunity for all.

The Role of the AAUW

The AAUW sees its role in the women's liberation movement in higher education as providing a resource center of information on what is happening in that movement and disseminating it to concerned persons. It can initiate and promote research on the role of women and coordinate the efforts of different groups working on women's problems. Finally, it can furnish testimony for legislation of benefit to women, such as the Equal Pay Act, the Higher Education Act, the Equal Rights Amendment, and the Health Manpower Act. Its members supply an interested and concerned constituency for such legislation at both the state and federal levels.

No report from a major task force, committee, commission or assembly has been issued in the last two years which has not included a positive recommendation regarding the education of women. Here are a few quotations from longer statements from four of these reports:

1. Report of the President's Task Force on Women's Rights and Responsibilities - 1970:

Title IV and Title IX of the Civil Rights Act of 1964 should be amended to authorize the Attorney General to aid women and parents of minor girls in suits seeking equal access to public education, and to require the Office of Education to make a survey concerning the lack of equal educational opportunities for individuals by reason of sex.

2. Report of the ACE Committee on Campus Tensions - 1970:

Colleges and universities must respond, more effectively than they have in the past, to the educational desires of women. Wherever discrimination because of sex exists, it must be eliminated.

3. Assembly on University Goals and Governance - 1971:

Universities and colleges in their own employment policies ought to become model employers, demonstrating their readiness to engage women at every teaching, administrative and staff level.

4. HEW Task Force on Higher Education - 1971 (Newman Report):

We recommend a national effort to broaden and diversify the participation of women in higher education and to make higher education more responsive to women's needs.

Thirty-eight percent of our working force today is made up of women, almost 60 percent of whom are married women. Their participation in the economy has been shown to be directly related--almost a 1.0 correlation--to the amount of education they have received. Helen Astin's research and the AMWA's study of women physicians have shown without question that trained women do use their education and contribute to our society. In 1980, will 38 percent of our lawyers, doctors, engineers, educators, mathematicians, psychologists and other professional persons be women? Or is that a dream that will never be fulfilled because our educators are not committed to equality and have failed to see their social responsibility?

VI. VIEWS FROM THE INNOVATORS

A. CONSORTIA AND OTHER COOPERATIVE VENTURES IN HIGHER EDUCATION

Alan C. Green

Partnerships Between Institutions

It is easy to be pessimistic about higher education these days. We hear about lagging public confidence, presidential musical chairs, lack of funds in the face of more and more students, and the demand for new programs, new forms of governance, and new ways of addressing students and their needs. Yet, from where I view higher education, one of the most interesting innovations are the cooperative ventures that we begin to see among institutions and between institutions of various sorts. These partnerships often include the sharing of facilities because colleges and universities cannot afford to do it alone as they have in the past. Joining forces for the common good begins to address some of the problems and some of the issues and may begin to alleviate some of the pessimism in higher education.

Some of these cooperative ventures will have impact on your planning and thinking, and I think we are going to see more and more of them over the next few years. I would like to discuss some very specific case studies or prototypes categorized in three ways: college and college; college and other institutions; and college and commercial or other private enterprises.

College and College

First, college and college, the notion of college and universities getting together to develop shared facilities in order to make better use of resources and to extend their programs. One interesting example is developing in the upper reaches of New York State, where the Hudson and the Mohawk Rivers join together. A group of nine colleges have joined together calling themselves the Hudson-Mohawk Consortium on Higher Education. The nine institutional libraries, plus public and research libraries in the area have developed a basic bibliographic and reference service, and bussing, if you will--the bussing of books. Any one book in any library is available to any student in any one of the other institutions.

This group of colleges and libraries is now moving ahead with a new shared building which will house 200,000 little-used volumes in a central location, thus freeing library space in each of the institutions.

These research and reference materials will be available on a twenty-four hour call from each of the 35 libraries scattered throughout the district. This is a first-stage development, and eventually the center may include software development, educational research, and so on. It is a development being viewed with a great deal of interest by the State University of New York and the State Education Department, as it may become a resource and reference entry point for people in that area engaged in external degree programs.

As these nine colleges got together to worry about library resources and the planning of this new central facility, other things began to happen. This is why I would like to call this idea "finding partners for fun and profit"; often the initial motivation is one of economics through shared resources, but then some nice things begin to happen in terms of program. These colleges found they could also share some course offerings, and rather than try to bring all of the calendars of the institutions into harmony, they set up what is called consortium night. One night a week a number of courses on each campus is open to any student from any other campus. Some 680 courses are now available, and no money exchanges hands.

Another example of finding partners for fun and profit is the consortium in Worchester, Massachusetts, which is a grand collection of colleges, junior colleges, universities, the new medical center for the University of Massachusetts, and a biological research institute. All face one common problem--college housing. Because many of these institutions do not provide much in the way of college housing, the students turn to the community for housing and become competitors for housing, particularly with low-income families. So the consortium is considering the development of a housing center, including recreational facilities, which will serve all of the institutions and will provide opportunities for interaction and mix among students from these various institutions. It may also include staff, and community housing in these institutions together are addressing the problems of renewal, redevelopment, and housing for the Worchester community at large.

Fisk and Meharry, two predominately Black colleges in Nashville, Tennessee, have existed across the street from each other for some time. Fisk, a liberal arts college, and Meharry, a medical college, are now saying, "Let's develop a student center which we can both share. It is fiscally and programmatically advantageous to our students to have opportunities to interact and to interconnect." This planning has also resulted in consideration of a joint science facility whereby the science programs at Fisk can be available to the Meharry Medical School, and, in turn, some of the research programs and specialized science activities of Meharry

Medical School can be available to select students from Fisk. In terms of planning, these two institutions are now dovetailing their campus planning, one to the other. A further benefit of the cooperation is the development of student center and science building projects.

Another example is the Aurora Higher Education Center in Denver--an urban renewal tract of 169 acres in downtown Denver--which will be the future home of the Denver Community College, the Metropolitan State College, and the Denver branch of the University of Colorado. Of importance is that 30 percent of the facilities built in the Center will be common-use facilities, shared by all, including library services, physical education facilities, art centers, students' services, building services, data processing, and so on. Planning has now advanced to include issues of governance, management, and fiscal responsibility.

Colleges and Other Institutions

Further to the notion of cooperative venture is a second general type, one in which a variety of colleges and other types of institutions join together for a common goal. For example, the Middle-Atlantic Educational Center headquarters at Frankin and Marshall College brings together five colleges, two hospitals, and two high schools. They came together because they all needed computer facilities of the scope that they could not afford independently. As a result, they have developed a large, time-share computer facility, and have also been able to develop a staff on a cooperative basis that can work with the faculty, students, and administration of each of these institutions in making the most effective use of the computer facility.

Another example of this type is Harcum Junior College in Pennsylvania. This private junior college for women began planning a student center a couple of years ago. As they got into the program, they decided they ought to delay further planning because many of the facilities they were programming for themselves were also facilities needed by a variety of other institutions in that community--public schools, colleges, hospitals, and the community itself. Now Harcum has stepped back and is planning a comprehensive center which will include art facilities, studios, galleries, workshops, TV and radio studios, recreational facilities, organizational meeting rooms, conference rooms, and exhibit space.

This is a larger facility than Harcum could justify alone but is needed by others throughout the community. They are now developing joint capital funding and governance strategies for the joint center. Some interesting spin-off: Bryn Mawr Hospital, through their nursing school, is using Harcum science laboratories for some teaching, and the

courses they hold at Harcum are then also available to Harcum students. A private school is using Harcum's art studios and their courses are also open to Harcum students.

Another example is TRIGOM (The Research Institute of the Gulf of Maine): eight colleges, public schools and State conservation and fishing agencies have joined together in developing a conservation and ecological study and marine research center. A magnificent 92-acre site, a former military base on the Gulf of Maine close to Portland, is being developed and a center for programs of research and education in marine ecology and aquaculture that no one institution could undertake independently, but cooperatively they can. At the same time, they will be working to improve the fishing industry--and industry in general--in Maine.

College and Commercial or Other Private Enterprise

The third category includes colleges working with the private sector in cooperative ventures. I have an example that I would like to bring to you. Baltimore Community College is planning a new inner-harbor campus in the renewal area of downtown Baltimore which will be a round-the-clock institution with 4,000 day students and an equal number during the evening and on weekends. Commercial facilities are being planned for the campus for the following reasons: First, since it is a renewal area, the college will occupy the site of small businesses that would otherwise be lost to the community--newsstands, bookshops, drug stores, and dry cleaners. These need to be replaced. Rather than being an instrument for the destruction of the urban fabric, the college planners want to replace these elements of the community, by bringing them then into the actual physical setting of the college. Second, they want to bring the community onto the campus in very natural and informal sorts of ways, to create a constant flow of community to and from these facilities on the community campus. Third, these facilities will offer vocational and other real world experiences to the students as a part of their college program. Finally, these commercial facilities will generate some revenue to replace a loss in property taxes and to help carry some of the public burden of running this institution.

The Notion of Cooperation

These are some examples of an important trend--the notion of cooperation among institutions who can't afford to go it alone and who, for fun and profit, work together in sharing facilities and resources and extending programs. In this way, they are further dissolving the hard lines between colleges, between colleges and other institutions, and between colleges and universities and our business and commercial communities.

B. THE EDUCATIONAL POTENTIAL OF STUDENT RESIDENCES

John A. Hunt

Dormitory Life

One of the things that you are going to have to spend time on, as we now know at a great number of institutions, is the nature of dormitory life. Somehow or another it didn't seem to bother us much in the fifties, but it bothers us a great deal now. It bothers the people who have to live in them, and it bothers the people who have to manage them. It bothers me. And, in fact, I am prepared to say that the most barbaric living arrangement I have ever encountered is a dormitory. As you begin to experience it, look more deeply into it, analyze it, work with it, and work with the people who live in them, it seems that rather than simply sheltering students who are moving on to professional lives or academic lives of various kinds, dormitories have an actively detrimental effect.

I think all of you have witnessed, or in some way tried to cope with the following: the hostility towards the physical plant which is evidenced in damage reports; the retrogression which is apparent in many students as they begin to retreat from valid human relationships; the business of retreating into a room; the anonymity of a large dormitory complex.

It's a shame to me that so little research has been done on this. I think you are going to be confronted with questions of what research should be done on dormitories? What function should they perform in an educational institution? What is, in fact, their educational mission? And if your reserach shows that the result of dormitory residence is detrimental, then surely something has to be done, because under present conditions, no dollar should be spent which does not produce a return, and certainly no dollar can be spent that actively harms the people in whom it is invested. So I want to talk a little bit today about dormitories and what I think could be done with them, and how, in fact, I think we must do something with them.

Dormitories as Cities

It seems we have to think of a new metaphor, a new way of looking at dormitories, because if we don't they will be empty. The metaphor we have chosen at the University of Massachusetts is that a dormitory area, particularly of the size that we are coping with, is a city. If it can be used as a laboratory in which you teach people how to live in a city, then it can be justified. In fact, you can require people to live there, which is what we are going to end up having to do. But if you can't justify it, then legally or otherwise you cannot require students to occupy them against their will.

As a city, what should go on? what should happen? We have found that dormitories can, in fact, respond to student needs in about five major areas: the academic experience, governance, management, physical environment, and definition of lifestyle.

Starting with the last one, definition of style, I think most of us have gone through the business of doing away with rules, and I think that has been successfully accomplished in nearly all institutions. But it has to go much further than that. We have to get to a point where the student can do nothing outside the university that he cannot do inside, which means that a dormitory has to be able to produce a commune, if that's what certain students want to have. It has to be able to produce a co-op; it has to be able to produce even a condominium, where they buy their share; or, anything else they come up with.

In terms of management, a dormitory area can provide, as the experiments over the country have shown, a component of the academic experience which is absolutely vital in a growing university or a university which is already established. You can do experimentation, on a one-time basis, in a dormitory area which cannot be done in a department. We are finding as we begin certain things, as we ask for student initiation of courses in the dormitory area, they come up not only with courses, but with proposals for long-term independent study, or travel and study, or social work and credit. All the possible combinations which will result in a valid intellectual experience and growth.

Fiscal Management

Fiscal management is where the rub really comes. That's where you must begin the process of decision-making. The management man has to face up to the idea that not only does he have to build the things and maintain them, he then has to ask himself, or receive the question from someone like me. "What is it that you do which helps people develop decision-making at the level of the dormitory"? And unless he is able to give them resources and money, the answer is nothing.

The primary fiscal officer is an enormously imaginative man. We found that if you pose the question, "What do we do with revenue"? you will find that there are certain set costs and there are certain funds that are discretionary in any given year and those may be put in various funds for replacement furniture, or this, or that. If, on the other hand, you say to students in a given dormitory or group, "Here is a certain amount of money which you can only spend in certain ways, or which you can only direct to be spent in certain ways," then what you have done is given them some charge of the revenue that they have generated.

The result has been an enormous injection of vitality into student government because there is real resource and real power to account for. Not what are we going to do for a party Saturday, but how are we going to spend $4,000? Does it go to this, to that, to what, how do we find out, who do we ask, what is the process for arriving at a decision--so the whole training idea begins with pushing resources to that level.

Decentralize

In each case you will find, as we did at the University of Massachusetts, that you cannot expect this kind of decision from the top level at a continuing basis. Decentralize as much power as you possibly can to the dormitory areas where there will be a staff which is correspondent to the principal officers and will be, in part, responsible to them. We have done that and are finding a certain success; we are finding that something can be done with dormitories.

You will find that the first commitment has to be one of will or resolution. Then dormitory areas can be something. If that initial resolution is taken, I have found that there is nobody who is not willing to entertain the possibility of changing his whole role.

To begin with, the financial officer, who, instead of simply accounting and controlling, actually takes an educational role. An academic officer, instead of working exclusively with deans and departments, says, "of course there is an educational impact, and I am responsible"! So, my counsel to you is that you consider the decision-making process because in the long run it involves redefinition of roles. This can only be done by an outside agency, not the man himself.

C. EXPERIENCE WITH THE UNIVERSITY WITHOUT WALLS PROGRAM

Joseph H. McFarland

Unique Environments for Education

One reason that an on-going college may decide to move to a University Without Walls program is to disperse its education activities in a variety of places, a variety of environments, and thereby to increase the education opportunities for students in that program. Insofar as no one place captures all the unique environments that abound, there is no reason at all why you shouldn't let students and faculty go to unique environments and invent a program that is useful and relevant for them in that particular place, if the environment will accept them.

A second reason is that when you go to those unique environments you try to use something that is already there, to reduce costs by moving into some kind of a rental arrangement.

A third reason is that you not only try to take advantage of educational opportunities where you find them in other places than a home college, but in some sense by dispersion you don't pollute your home environment. Insofar as an increased density of people in a particular place can be a sort of polluting, because the way in which financing occurs in educational institutions these days, growth seems to be an inevitable consequence of just moving along into the future, and an increased number of people is part of that. This is a way of growing without, if you will, polluting your home environment with students.

A fourth reason is that it helps to decentralize decision-making. One of the difficulties that a large place encounters in decentralizing is the old locus of power is right next door, and that provides one kind of dynamic in an effort to decentralize decision-making. If you locate a new venture in some other place, the vestiges of the past are much easier to shuck and it is a different kind of dynamic. Still conflicts exist because invidious distinctions are made between the old and the new and these distinctions feed on rumors and on half-truths about what is really going on in that other off-campus place, and it also turns the other way in terms of the stagnation that is continuing in the home campus.

Those are quick reasons for dispersion, and reasons for the University Without Walls, which I will now try quickly to describe.

Without Walls

"Without Walls" is in some sense a euphemism. Antioch West will end up using walls, but hopefully we won't end up creating a new college campus in place. We will try to use other walls that are already there. The term was chosen, I think, to convey the mood of the program, and the mood is to try to get rid of barriers so that a diverse set of students can develop individualized programs.

Most college catalogues say that individualized programs are possible, and at the same time on the next page there is a specification of requirements that all students must meet. Every college has these problems: how to let its students develop individualized programs and also how to insist that its students meet a general set of requirements. A contradiction in terms, if you will. Nobody has been able to manage it successfully. One of the things, hopefully, that our University Without Walls program will do is take a new look at trying to manage that.

Many of the colleges and universities in the Union for Experimenting Colleges and Universities have chosen to participate in the University Without Walls program. (The Union for Experimenting Colleges and Universities is sponsoring the UWW experiment with help from the Ford Foundation and the U.S. Office of Education.) Most are doing it at their home campus; some are doing it at different places. Stevens College in Missouri, for example, is developing a program in Denver, Colorado. Antioch is developing one in San Francisco and at several other places as well. Roger Williams is making an effort to develop something in the Sea Islands in Georgia. Some of those colleges will also offer a Union degree for students in their University Without Walls. The Union, now an educational institution charted in the State of Ohio, is the first Consortium of Colleges that has even attempted to do that. The Union will also be applying to the North Central Association for Secondary Schools and Colleges for accreditation for the Union degree. Other colleges will be offering a home institution degree.

One expectation is that students in any University Without Walls program will be able to move freely to other University Without Walls programs. We will probably try and deal with that in operational terms this first year. But right now I think everyone is really concerned with starting their own program and hoping that they can manage that during the first year of operation.

Where Learning Experiences Can Occur

Another hope is that students in these programs will be able to develop an individualized program that allows them to utilize a learning resource wherever they find it in a particular locale and in a variety of locales, whether that is in the classroom, in a seminar, in a workshop, in a lecture series, or at a demonstration in a hospital, or in an internship setting, or in an apprenticeship with someone. The presumption is that there are a variety of places where learning experiences occur that a student can claim as part of his program. And the task, as you might imagine, is to develop a feedback system that provides students with information that they are moving towards the educational objectives which they have articulated as central to their program.

As you can imagine also, one of the tasks is to develop some method of recording a student's progress towards those objectives; some method hopefully that will include testimony from a variety of sources, including the student's own testimony, and as well include behavioral indices.

I don't mean to pass quickly over any of these questions because they are troublesome tasks not just for University Without Walls faculty and students, but for faculty and students at any place. And this effort is really, you know, a continuation of that kind of an effort in colleges and universities to define the kind of situations that provide people with feedback on whether or not they are moving towards their educational objectives. It is an extremely difficult task; I don't think anyone feels satisfied with the method that is being used. Thus, one of the stresses of the University Without Walls program is to address those tasks again and hopefully to develop something that will be useful for other people as well.

Antioch College West

Antioch College West is one of Antioch's ventures at developing a University Without Walls program. It is located on the third floor of a four-story warehouse in San Francisco. It is a building filled with interesting neighbors. On the first floor there is a new San Francisco Community College. On the second floor there is a leather company. On the third floor Antioch has space. On the fourth floor is the Coro Foundation, a non-profit group that has been operating a postgraduate internship program in public affairs for the past twenty years in San Francisco and in Los Angeles; the Interaction Associates, a group that is engaged in trying to teach teachers how to teach pupils in junior high and other ages as well, group problem-solving skills and techniques, and also they are engaged in trying to teach other people in addition to teachers; Joe Levine, who is engaged in studying the experiments in this area in using the voucher system in the public schools, and Fred Mitchell and the Scrimshaw Press are also on the fourth floor along with the Athenian School's new internship program.

The choice of building was not only in terms of the neighbors who are in the building, and the prospective interaction with a set of people different than the set of people, let's say, in Antioch College in Yellow Springs, Ohio, but also because the building is located centrally in San Francisco. It turns out to be very easy to get to it by public transportation and it is close to the civic center.

We hope by choosing this kind of a location to help face students outward to the enviornment in which they are going to live. In an urban society, locating in an urban setting seems the most appropriate thing to do if you expect the education which a person receives to be relevant to what happens to him when he leaves the institution.

Despite our arrangements being relatively simple, they are at the same time anxiety provoking and kind of loose. Arrangements between students and faculty about programs have to be agreed upon by students and

faculty. We have been involved in planning it this summer with students who are into the program.

Our degree requirements are not really requirements in the usual sense. We have eliminated the word "requirements"; we talk about degree considerations. They are a set of concerns that we take as representing the institution, the staff there and the students there. A set of concerns which will provide the context, we hope, for an individualized planning session between a student and a central staff person to define a set of objectives for a student. We feel that it is the student's responsibility to define those objectives, and it is the staff member's responsibility to make sure the context has an effect on the student's articulation of his objectives if only to prompt a "no that is not a concern of mine"; and also to help him articulate those objectives. And then it is a joint responsibility for both of them to plan the means to move towards those objectives, including internship experiences, seminars by central staff, seminars by adjunct staff, and seminars at other institutions. And we think of adjunct as we think of central staff, as not necessarily just people who are in academic institutions.

This summer a lot of our energy is going towards finding settings in which students can work on specific skills and in which they can learn about institutional and organizational objectives and alternatives in trying to reach those objectives, and in working towards trying to make contacts with other institutions for courses or for activities that we can't manage or for which we can't get a large enough group of students to make it economically viable to find an adjunct faculty member. We are trying to engage students in that process, finding those resources and in using those resources.

The Birthday Party

As you might imagine, it's not easy to say when a given individual's program is going to be over. Where we are in terms of having a birthday party for someone is to establish a committee of central staff and other people that provided feedback for the student, and other students who have been involved in providing feedback. That committee will decide when it is time to have the birthday party and, to use the euphemistic phase, award the degree.

D. REPORT ON HIGHER EDUCATION

Frank Newman

Changes in Higher Education

This conference is looking toward the decade that we are entering. There are some obvious reasons why this decade is going to be very different from the last two decades, not the least of which is that higher education in this county is no longer the simple elitist function that it was when we started in the 1950's. That is to say, we used to think of going to college as being part of an experience which equipped one for a role in life of running the country. In a State like California and some of the other states which have 80% of their high school graduates going on to college, and some 60% or so percent of the age group graduating from college, can't very well have 60% of the age group running the country, unless we change around how we run this country. We can no longer have a 60% of the population being the elite, or we have got to change the definition of elite. That is one enormous change, and we haven't yet begun to realize the impact of that change.

The second difference is going to be even more pronounced--in the past we have oversold higher education. We, over and over again in the past few decades, have told the American public that education would cure the ills, and that if you could get enough higher education all social problems would be solved and certainly the individual's personal problems would be solved. Suddenly, because of a number of events, student unrest being one, the enormous size of public investments in higher education being another, a second look is being taken. We are sort of in the position of the beautiful girl who has a couple of warts. In the first flush of excitement the guy that she's been going around with hasn't noticed those warts. Now after a couple of disturbing remarks she made yesterday evening, he has suddenly noticed that she has those warts. Well, she's still beautiful.

What Happens as a Result of What We Do

I believe higher education in this country is a magnificent undertaking, but the public is beginning to ask questions about us. For example, we have never bothered with the questions that are almost endemic in every other part of our society, and that is to say, what happens as a result of what we do? And there are now some very disturbing things that are coming to light.

First, we've always assumed that respected institutions do the most for any student who enters. Several recent studies show that if one measures the impact, in whatever crude ways one can measure the impact, such as a

broadening of the mental attitude, an increase in the intellectual skill, improvement in subsequent career, that these institutions don't do the most for their students. They surely cost the most per student. But studies taking control groups that do and don't go to them indicate that in fact the opposite is true; they do the least for their students. Now there is a myth that we've been living with, and we've never bothered to see the truth.

A second assumption is that someone who goes to college and receives a bachelors degree is very likely to be a very effective performer on the job. And there are several studies recently, for example, Ivar Berg's interesting book called Education and Jobs: The Great Training Robbery, which demonstrates with a fair degree of convincing logic that going to college does not necessarily produce a more effective employee, and in certain circumstances, a less effective employee. Recently one of the faculty members at the Harvard Business School completed a thorough study in which he argues that Harvard Business School does not equip a man to ultimately become a top manager. Rather, for the first fifteen years of his career, he does very well in comparison to people of equal ability who don't go to Harvard Business School, but following that period, individuals of comparable ability who did not go to Harvard Business School ultimately pull ahead. Incidentally, there are studies that demonstrate somewhat the opposite side, so these issues are not clear. I am saying that for years we have assumed a great many things about college without bothering to look and see if they were correct. Now, we are going to have to ask ourselves about these questions in a much more rigorous way.

Motivation and Student Learning

We are also very interested in the question of motivation and student learning. And what one can readily see confirms the simplistic statement that learning is somehow obviously terribly related to motivation. But while it is simplistic to say that, it is fascinating to realize that entrance to college today is not primarily a function of motivation at all. In fact, there's several anti-motivation forces at work.

What are the prime attributes by which we let students into college? Historically, there are two: (1) If you're bright, and (2) If you are wealthy. Recently we have done an awful lot better on Item (2), but we haven't changed Item (1) an awful lot.

If one measures the prime requisites by which people learn, it turns out that being bright or wealthy doesn't have a lot to do with it. There are very, very bright students, quite wealthy, who aren't learning anything. They did learn one thing some time ago, and it keeps them in the institution. That is, they can sit through a course, read back what's been told to them,

read a book in a hurry, get it in a certain part of their brain which allows them to give it back to the professor in the form that he is interested in, and avoid any serious personality impairment. Those are the skills that they develop. And one must raise the question: Is this really a learning process?

Stopping Out

"Stopping out" has also been mentioned. First, what is the value of students going directly through higher education without a stop? Students can go from kindergarten to Ph. D. without ever getting out. That's what we call the "academic lockstep." Most students learn poorly in that set-up. Most students cannot go all the way through in that kind of a routine and learn effectively along the way.

We have an image that the ideal college student is the young kid who at age eighteen after successfully finishing high school, goes off to college and finds a challenging and rewarding experience, gets out of college four years later with his degree, goes out and gets a new and stimulating job that he wouldn't have had a chance for before, and then moves up in social mobility.

It turns out that if one talks about the broad, national picture, everyone of those statements are wrong. The average student is bored as hell in high school. The average student goes to college and drops out within two years. The average student does not find college stimulating and leaves voluntarily. The average student, in fact, does not find, even if he gets a bachelors degree, that it particularly improves his opportunities. Although it does improve his opportunity to get a job, it doesn't necessarily improve the quality of what he does on the job. All these things deserve to be challenged by us.

One other question in addition to "stopping out," is how can we encourage students to come to college when they ought to be there and to be out of college when they should not be there? In other words, can we change the prime requisite from either being very bright or being very wealthy to being very motivated?

Just as it is true that all students do not do well by going through completely in one shot, it is also true that some students do, and all students would not be served well by enforced breaking up of that pattern. Some students do very, very well in going right through, and there shouldn't be any premium against that. What I'm arguing for is an opportunity for diversity and an opportunity for motivation as a prime criteria in contrast with the historical criteria: eighteen, wealthy, and bright.

Social Isolation

Another factor I want to mention is the disadvantage of the social isolation. Colleges have become communities, cities, and they have become cities with their own distinctive lifestyles. Students put it another way, they say one of the beauties of being in college is you are not hassled. Students are increasingly fearful of the outside world. Students are increasingly hanging-on in the academic community. With a few exceptions, every major university today has its own group of street people. Those exceptions are usually located in rigorous climates, like Dartmouth. It's one thing to camp out in the woods in Palo Alto, or to live in a commune without too much money, but Dartmouth has other problems, which may turn out to be a reason that we should locate all colleges in a somewhat northerly climate which will enhance the motivation factor I am talking about.

This sense of social isolation may, in the long run, become a terribly significant factor. It may be that in your efforts, you have created too nice an atmosphere at the college, something that probably no one has ever told you before.

In our interviewing students, we discovered a very troubling phenomena. More and more students seem not to want to leave, and seem to be very low in any sense of achievement orientation. You know what I mean; historically, we consider achievement in American life to be that you're going to go out and make twenty million dollars. Now achievement means that you're going to go out and do what Ralph Nader did, that is to say, to save the world from itself, to clean up San Francisco Bay, or to do something terribly useful. But what's becoming apparent is that achievement and drive, on the part of many students, isn't there; and particularly so among the wealthier students and the most gifted, intellectually superior students. This is a dangerous thing. You can't quantify it much, we tried very hard to quantify it; but it seems like there is a very sharply growing number of students for whom the words achievement and drive do not apply.

All this may be of significance in our joint profession of worrying about problems. It may mean that we have a dilemma on our hands between the attractiveness of the college society and the encouragement of an achievement ethic on a student's part. It may mean that we may have to alter fundamentally what college as an experience is. It may be that the kind of thing that the University Without Walls is trying, or some of the other programs talked about where the student is injected into the real world in a more meaningful way, may be terribly important. It may mean that we have to alter the whole structure of what we mean by a campus. We may have to be forced to recognize that much learning went on off the campus before.

We ought also to recognize that learning what the spectrum of society is like is terribly important in the learning process, and student, increasingly, are isolated from that. They live an isolated life in the suburbs, they come to a nice, pleasant college that you have created for them, problems are removed from them, they struggle hardly at all, the kinds of pressures they talk about are mainly internal in themselves, and, as a consequence, they increasingly, not totally, but increasingly leave, if they leave at all, with no sense of strong achievement.

Need for Change

What is all of this leading to? First, I think there is likely to be a pattern change in going to college, and I think we all should be leading the charge on that. Students ought to be in college when they're ready to learn, and out of college when they're not ready to learn, and that means as parents, as college administrators, as citizens, we have got to encourage where presently we discourage. We encourage them with "you've got to be in college when you get out of high school, or there's something wrong with you." That means that somehow we've got to get work experience into the college curriculum, or at least outside achievement experience. Secondly, I think that we have to recognize that there have to be very, very different kinds of colleges. That means particularly in terms of planning a college, the nice pleasant thought of simply being able to create classrooms in which some fellow gets up in front and lectures will not be acceptable anymore for a great many colleges.

If we have 1,600,000 students who every year enter as freshmen, the diversity in a population of that size alone forces us away from the traditional classroom approach. You know students, in many ways, are like human beings. If you get enough of them they're very diverse. And when we start talking about 1,600,000 people entering every year, that's such a big hunk of the population that we simply can't go on designing colleges as more classrooms in which some fellow sits up there lecturing. That won't work. People don't all learn by that same style.

Third, we are going to have, somehow, to get ourselves into this question of where the learning experience takes place and get rid of the artifical concept of college that we have carefully built up over the last 25 years. And we are all equally guilty of it. We have come onto the campus, and it is very clear, we want to create the campus as a separate environment. Well, we've done it. We've managed to create colleges as separate environments, and we've made it a hallowed, sacred ground. The trouble is we are in the process of destroying the educational value of it. So I think we're going to have to turn around and look at what learning experience really is, and recognize that lots of it occurs off-campus as well as on-campus. And that

means we not only have to integrate one college to another, but we have to integrate the learning experience with real life.

The Mythology of the Past

There are great values in separate, intellectual stimulations, such as learning about Shakespeare. But it turns out that it comes to people not equally. It may be the 40-year-old steelworker is more capable of learning about Shakespeare than the 18-year-old student in the liberal arts college. I think the most fundamental point is that we have accepted a certain mythology over the years. That mythology says, "if a student comes at age eighteen, sits in a classroom for four years, is lectured to by a reasonably distinguished faculty, that out of this will come great things."

In my opinion, replacing that has to be an analysis of what really happens, what the value is of the mausoleums that we are building, and a serious examination of where we are going, and why.

VII. VIEWS FROM THE INSIDE AND OUTSIDE

A. THE FACULTY

Harold Chase

The Best of Possible Worlds

I find myself in the unusual situation where I am supposed to speak for faculty and yet I know that my views would not be popular in any faculty group. It seems to me that we have to be hard-nosed and face up to the facts of life. These facts have been spelled out for us very very well.

We are in trouble financially and it is not going to be a short-range thing. It, also, seems to me that if we faculty are honest with ourselves, we will admit that we have had the best of possible worlds in the past decade. Salaries have been fine in most institutions. The situation has been very similar to that of the American farmers. One institution would attract a fine professor from another one on the grounds that he would do even less teaching than he was doing at his present institution. We also became addicted to the habit of giving exotic courses. Whenever an institution wanted to attract a particular individual, he was given such options as teaching whatever courses desired, when desired, and if he had only four or five students, so be it. Time has run out and we just can't afford that any more.

There also has been genuine student discontent. Students are dissatisfied with the way we have been handling the job of teaching. I think all of us know that the lecture is not a good way to transmit knowledge or to teach people how to think. Therefore, it is possible that in the future we are going to be asked to give more individual attention to students. The demands of this new direction will probably have to be met with proportionately fewer full-time teaching professors. I believe we will have no other choice than to follow this route.

One possible solution to this problem is the development of the common market idea. This arrangement has already been instituted among Big Ten institutions, in recognition of the fact that not every institution can provide all kinds of course offerings. We must face up to the fact that certain exotic areas of knowledge can only be offered at certain institutions and that students should be marshalled to these centers rather than trying to replicate such programs all over America, which none of us can afford. One of the problems of the last decade has been that many small institutions have tried to offer courses as widely as large institutions and this simply is not feasible any longer.

Individualized Instruction

It also seems clear that if we are going to move in the direction of individualized kinds of instruction and do it with fewer full-time professional types, we have to devise new schemes. There are imaginative approaches that have been devised. For example, at the Woodrow Wilson School at Princeton, for many years, they have used successfully a conference method of teaching. This approach involves a professor leading a group of 18 to 20 students through a semester of independent research work. There are plenty of ways, it seems to me, to attack the problem, imaginatively. We, however, have to accept the fact that we are going to have to do without the large armies of professors that would be necessary to give individualized instruction of the kind that students are demanding under the present system.

Like it or not, we are going to have to go into a program of curricular reform. As an individual who has spent a very interesting year as the Chairman of a faculty committee on curriculum, I agree with Father Hessburn, when he said on national TV that "...it is easier to move a cemetery than to change the curriculum of a college." It is very hard work and yet I think the faculty are just going to have to face up to the fact that the present system must undergo change. It is rather ridiculous to assume in a college of 17,000 that every student ought to be in lock step with every other student. What we need are options to open up the system.

Better use should be made of examinations to serve the purpose for which they were intended. At a recent meeting I attended in Washington, D. C., it became painfully obvious how ridiculous we, in the field of education, sometimes operate. Are you aware that in most states there is legislation which forbids administering the G. E. D. examination before people are beyond the age of 19? When I raised the question of why a youngster of 15, after proving he has the equivalent of a high school education, can't be advanced, there was no satisfactory answers.

We, on the college and university level, I think, are guilty of the same kind of rigidity. When I talk about these looser kinds of arrangements, I am not suggesting that we lower our standards. These things are not mutually exclusive and we can maintain standards. What's required is imagination, a recognition of the problem and considerable effort.

Retirement of Faculty

Of all of the things I have read concerning new ideas in education that apply to the faculty, the one that I think is the most enticing is a suggestion that we do something about the mandatory retirement of faculty. I am not talking about assaults on the tenure system, for I understand full

well, why we have to have tenure. However, in other areas of our national life, the foreign service and the military, we have schemes for mandatory retirement which are very brutal.

It seems to me that some measure of a mandatory retirement system would be a very healthy approach. In other words, if each year 5 percent of the professors who have been teaching for 20 years had to retire it would have a very healthy impact on the whole system. Let me emphasize that I am not suggesting we employ a "brutal" approach, instead such professors would be compensated for having served 20 years. As all of us know, too many professors, once obtaining tenure, will decide to go into business for themselves, academically speaking, and consequently are not responsive to the needs of students and, indeed, even to the needs of their colleges.

Whether we like it or not, it is time that a different role is created for the faculty in the governance of the institutions of which they are a part. We weren't allowed to really participate fully in the government of our institutions. That battle was won, and in most cases it happened a long time ago. However, we may have gone too far, in terms of participation. O. Meredith Wilson, a very fine educational leader, when he was President of the University of Minnesota, often said that the faculty must learn the difference between policy-making and administration. And I remember at the time, thinking how wise he was in stating that faculty committees cannot administrate, but they can help set policy. Administrators must administer and I think that faculties either are becoming aware of this fact now or will in short order become aware that unless you have leadership by an administration, no faculty committee can fill that gap.

Need for Leadership

This leads me to my concluding remark which I think is appropriate for this group. We need leadership and we need it desperately. Administrators and trustees ought not to be afraid of the faculty, but should be proposing new programs. At times I would expect the faculty committees to step in and offer ideas as guidelines, but the responsibility for leadership belongs to the administration and trustees. In California, it's a shame that because of the lack of leadership, legislators have stepped in to fill the breach and, at times, have done so without a full understanding of the enterprise.

How well we face up to and plan for making these changes will determine whether our campuses will be places of genuine intellectual excitment or places of turbulence, waste and destruction.

B. THE LEGISLATOR

The Honorable James J. Flannery

Control Through Purse Strings

As a result of reapportionment establishing single member districts in the various states, legislators today tend to think more and more in terms of particular constituencies. In my particular case, while not representative of all legislators throughout the United States, I represent a low income area in the City of Cleveland. When I look at higher education, the dollars being spent, and the dollars campus planners and university presidents are asking to be spent, I must ask myself a number of serious questions before I am willing to pass on budgetary matters involving higher education.

One thing that must be recognized, whether it is appealing or not, is that your state legislators are the ones that have the final say as to what you are going to do on a campus. The control is through the purse strings. Everyone is concerned about higher education financing. I have constituents who ask: "If you are going to spend my dollar, what are you going to do for me? What benefit will I get from that dollar being spent"?

As legislators, we also must look at the state as a whole, determining what is going to be best for our state and country. I want to know what we are planning for the next decade, what graduates we want our universities to produce to meet the new problems that we know we will face in the next few decades, and what we will do about identified fields of concern such as medicine, ecology, science, education, and business.

Educational Goals

We are concerned about educational costs in Ohio--the operating cost of a particular university. We look for new ideas in order to cope with the particular needs. Student tuition fees are high in Ohio, particularly when compared with other universities in the Big Ten. In the legislature we are concerned about these costs. We, as politicians, want to keep our voters happy, and we don't like it when tuition is raised, because this causes pain and agony back home as more dollars come out of mom's and dad's pocketbook. It indirectly affects myself and my colleagues.

Legislators are also concerned about the total cost of education. Because of this, we, in Ohio, have looked at such costs as boarding at a university. This is a significant expense to the student and to the parents. We would like to see more educational centers in large urban communities, so students who cannot afford to travel to Ohio State or Cleveland State, can commute to school on a daily basis and save themselves $1,500 to $2,500.

As a result, we now have twelve state universities in Ohio, nineteen new branch colleges, four community colleges, fifteen technical institutes, and twelve academic centers.

Instructional Grants

Another program we are supporting, in order to provide an educational opportunity to the most students in Ohio, is instructional grants. The State will loan money to students so they can afford the tuition rates not only at public institutions, but at private institutions in Ohio.

For the first time in the last biennium we gave outright grants to some of our private colleges in specific academic areas; specifically Case Western Reserve's medical school, which has been in financial difficulty lately, received three million dollars in the biennium.

The State of Ohio is moving more in the direction of supporting schools in a special field, be they public or private, where there is a special need such as medicine. We will probably be supporting other important areas in the future.

The Ohio Plan

We have a new concept that you may have heard of called the Ohio Plan. The concept is in a bill before the legislature, though probably will not get very far this year. The intent of the Ohio Plan is that upon graduation from college, a person will be obligated to pay back to the State the amount of subsidy that has been given to a university for his education. The subsidies vary according to costs at the undergraduate and graduate schools. We would require that upon graduation and after they make over a certain dollar amount per year, the graduate would pay up to a maximum of about $200 per year until their particular subsidy is repaid.

The reaction of the legislature was mixed. Some feel that it may not be such a bad idea for students at graduate schools, because the State subsidies are so great. These people do make more money in the working world because of education the State has helped provide to them, although the State, as a society, does get benefits. We are looking at this type of plan in Ohio as a means of getting more dollars, starting a revolving fund and doing what we can to cut the general costs of education.

We spend a lot each year paying off bonded indebtedness incurred for capital improvements. In 1968, a change in the Constitution allowed the State to use revenue bond financing; charges to students for parking, dormitories, student unions and what have you, can be used to finance the necessary bond issues to finance capital improvements.

Taxes

We have a great concern as to what happens to our tax duplicate in Ohio, and this requires a total planning concept. Cleveland is hurting because Cleveland State is just starting to grow. We legislators know what will happen to the City of Cleveland when we take several million of dollars off that tax duplicate where they already have a one-percent City income tax. Though I represent my people in Columbus, they don't care who levies a tax; they get angry with all of the politicians. A lot of people have said that I was foolish for introducing a State income tax bill, but here one must get away from a parochial view since we know that we need some of these things.

When you have a tax revolt in the State like Ohio, which has the lowest per capita state and local taxes, you have problems throughout the entire United States. The riots on college campuses, particularly in Ohio and the unfortunate event we had at Kent State University, have not helped the situation. My constituents do not want to put money into a dormitory or a building if it is going to be burned down. This is the kind of thing they will express to me on the street. While small groups are responsible for some of the disruptions, they affect the entire educational planning process in the State, because people do not want to throw their money down the drain.

Another concern of Ohio Legislators I want to touch briefly upon is professors. In the budget, passed by the House of Representatives, and pending in the Senate, [illegible]ovisions requiring a professor to spend no less than twelve hours teach[illegible] a classroom. The people are concerned about teachers spending too much time on research projects, writing papers, theses and traveling around the country on speaking tours.

Conservative Legislators

Ohio is a conservative State as indicated by recent legislation and a trend I have noticed is that the legislators are becoming more and more conservative.

We have an amendment to our budget that was approved by the House Finance Committee, prohibiting the building of coeducational dormitories; in other words, we don't want men and women living in the same dormitories on our campuses. This amendment may be eliminated in the Senate, but it is an indication of some current political thought that can affect plans for the type of dormitories and other buildings we are going to be building in the future.

This probably is a reflection on the entire society we live in today and the legislators' concerns for morality, family structure, and all the changes of recent years. The legislators are concerned and, more importantly, are in a position to act and can effect control as is possible by the purse strings.

State Planning

One final concern I want to mention because I sit on the House Finance Committee: I do not like to see twelve university presidents and the presidents of the technical institutes and the academic centers parading one after another before our finance committee, each trying to get the most money for his institution from the State Legislature. In Ohio, we have a Board of Regents which some people like and others don't like. I sort of like it because it is a State organization that brings together the universities and other educational institutions in Ohio. The Board puts together a master plan budget for capital improvements and operations that has had input from representatives of all of the educational institutions.

My position is that of a legislative committee member, not as an expert in education, bond financing and student enrollment projections. It is up to you to educate the legislators, and do it in a proper fashion. Use modern techniques and cost breakdowns when you present data to the House and Senate Finance Committees proving wise use of dollars so we are assured that the taxpayer is going to get a good return on the dollar invested through his state income tax and other forms of taxes. This is really the key issue.

In Ohio, the planners have coordinated a lot of information and prepared easy to read manuals--not all pictures--which allow the legislators to study the needs and come to some conclusions. We depend on you, just as we depend on lobbyists that represent other segments of our society, for factual and down-to-earth information because we want to make intelligent decisions in committee.

C. THE PLANNER

William J. Griffith

Six Ideas About Higher Education

I am going to present six ideas about higher education administration in the next decade. Some of these will be very directly related to planning; for others some implications for planning can be drawn.

Reaction-Oriented Administrations

The first idea has to do with the current focus of administration in higher education. I contend that it has become a reaction-oriented administrative style as contrasted to action-oriented or goal-seeking. This results from the fact that administrators have spent increasing amounts of time reacting to demands and pressures. There are demands from students, from faculty, from community and other local pressure groups. There are demands from many facets of society for the university to mount all kinds of programs to respond to social and economic crises. The many Federal programs that are available and the demand to "get our share" forces reaction to those programs. One problem with that kind of administrative style is that reaction management usually leads to poor planning. It also means that allocation of resources becomes response to pressure rather than attainment of goals. Also, that kind of administration literally tears apart those people involved because one cannot long tolerate a job situation in which he must constantly react to pressures and demands imposed by others. In my judgment, administrative styles must turn around and become more action-oriented, more goal-seeking which means that they will have to find ways to ward off or turn off the pressures and demands which now confront.

Need for Priorities

The second point is almost a corollary. A university cannot be all things to all people. The myriad of demands and program ideas being tossed at universities suggests that some people see the campus as a cure-all. This cannot be because priorities must be determined in order to make effective use of the resources available. Administrators in higher education must be willing to determine goals and to establish priorities through open communication so that all voices are heard. But once goals are determined and priorities established, there must be a willingness to focus on them and to say no when necessary. The mission of the university has to be clearly defined and constantly articulated in ways that will make it clear to all. This means that the message has to be made available in a variety of ways through a variety of media to reach all of the "publics" with which the university must deal.

Limited Resources

The third point is that I believe colleges and universities face a period of more limited resources--both capital and operating--than has been experienced during the past decade. I think this presents a number of clear messages to us:

First, we must find ways to obtain more mileage from the capital dollar by shortening the planning time for capital projects and through such approaches as systems building and construction management. It also might be useful to investigate building consortiums under which a number of universities might join together and pool their building programs to attract lower bids and interest the construction industry in finding new ways to solve problems. Such a consortium would have to be sponsored by government in the case of public supported institutions and by voluntary association in the case of the private ones.

A second message is that facilities have to be less costly to maintain because of the drain on operating dollars. For example, careful selection of finishes should avoid those which require much labor for maintenance and housekeeping.

Third, we have to develop facilities that are less costly to modify because there is no question that university buildings will undergo many changes during their lifetime. This suggests modular construction, development of utilities on some kind of grid system, use of loft space with demountable room dividers, and use of the "landscaped" approach to office development because it lends itself to ready change.

Fourth, I think we must be prepared to do a great deal more rehabilitation and remodeling and less new construction simply because capital dollars will not be so readily available. We will have to face the problem of what to do with our "old monsters" on the campus and develop ways to use them for the educational program for a number of years instead of erecting new buildings.

Finally, I think we must find ways to make more efficient use of existing space. As you all know, the utilization of space on university campuses varies greatly. In some instances, the variation within a single university is very great and you find some departments which are "fat on space" and others which are struggling to meet the needs of their program. This is a problem which must be attacked.

Campus Security

The fourth area has to do with campus security. This is a different phenomenon the last ten years and particularly the last four or five years. Traditionally, universities have been very open places and security consisted of someone to monitor the "panty raids." But we now face much greater and more severe security problems. Those of us involved in the physical planning of colleges and universities have to face such questions as: (1) how can we make new buildings more easily securable? (2) what can we do to secure existing buildings which were planned as open structures? and (3) how can we secure the campus grounds without closing off the campus to those who should and do need access?

Participation in Decision-Making

The fifth point has to do with participation in decision-making. The demand for a voice in government is found at all levels and in all institutions in our society. Some view it as a continuation of the American Revolution. Others see it as a new kind of revolution. But from either view it has an impact on the universities. It also has something to do with facility planning because students and faculty are demanding a greater voice and more involvement in determining the kind of facilities that are provided for their use. This poses such questions as: who should be involved in developing plans for campus facilities? How can we best go about this task so that we don't get bogged down and take an inordinate amount of time? This has a direct impact on building costs in a period of rapidly increasing construction prices.

Individualization of Programs

The sixth, and final point I want to make has to do with individualization of programs. That has been a dream of educators for years but we have never been able to bring it off simply because the sheer problem of collecting, organizing, and evaluating data about the needs of the individual student has been too great for the faculty member to manage by himself with paper and pencil techniques. But with the wide availability of electronic data processing equipment and the resulting ability to collect, analyze and use a mass of data, it is now possible to develop programs and tailor them to the needs of individual students.

One result of this change over the next several years will be that instruction space on university campuses will tend to become more oriented toward the individual. We may see the time when each student will have his own personal work station and programs will come to him. That doesn't mean the student will not interact with the faculty member. On the contrary, because of abilities to handle much of the information-giving and reaction

kind of instruction by electronic devices, it will be possible for the student and faculty member to have more time for individual and small-group work.

Over a longer period of time the individualization of programs in higher education could produce a new concept of campus. If it becomes possible to take many programs to the individual, the student may not have to come to the campus for all of his learning experiences. In addition to this impact on academic space, this concept has great implication for some of the services that have been developed on university campuses, such as parking, dormitories, food service, and the like.

D. THE TRUSTEE

Rixford K. Snyder

Changes in Boards of Trustees

Changing times and increasing pressure from liberal faculty members and activist students are bringing changes in the character and makeup of college Board of Trustees. Changes include the election of some trustees by alumni and in a few instances, by students: the search for more varied age and interest backgrounds where Boards are still appointed; and the demand that they be more responsive to the needs and demands of students. All these changes create an impact on Boards and their responsibilities. This trend will undoubtedly continue throughout the 1970's.

Traditionally, Boards of Trustees were composed of men with common interests--members of the so-called "establishment"--whose primary responsibilities have been: (1) to raise funds for the security of the college, (2) to husband the endowment so it produces the maximum safe income, and (3) to hire and, if necessary, to fire the president.

To an increasing degree in the 1970's, Trustees are going to be expected--with their changing character--to play a closer part in the program and life of the college. More and more they will be expected to become acquainted with the faculty and to "rap" with the students. It is a distressing thought to those concerned with financing higher education that these expectations may be turning those best qualified in the traditional sense, away from accepting appointments to Boards.

Problems That Must Be Faced

What are some of the problems that must be faced in the 1970's by Boards of Trustees, changing in character as they are? First, and always, they must be concerned with the raising of funds, and raising it in

an era of inflation when those who have been traditionally "tapped" for gifts are becoming more and more wary of giving, either because they are fearful of the fruits of inflation to their own security, or they disapprove of what they see as the trends in higher education. This tendency is compounded by the diversity appearing among the trustees which means that some at least are less able to raise money from these traditional sources.

Second, they are faced with the issue of rising tuition in both state-supported and private institutions. How high can it be raised in an effort to offset declining gifts without seeing the goose of the golden egg at least turn sterile? For it is the ultimate responsibility of trustees to approve or disapprove tuition increases.

Third, they must face up to the issue of admission and enrollment, both of which seem to be stabilizing or actually declining as we proceed into the seventies.

Further, in consultation with their planners and architects they must be concerned with the planning of the campus and the buildings on it, always with the realization that what is needed today may be outmoded tomorrow. I have in mind one well-known campus where several years ago money was appropriated from gifts for two new men's dormitories. The plans were drawn and then submitted to a student committee for comment, since they would be living in them. Their suggested changes were so numerous that the plans had to be returned for redrafting. When they were again returned for scrutiny, a new generation of students were involved and their views were also new and different. Then came co-educational housing, and the plans were shelved while temporary housing was provided for a five-year period. In the meantime, the value of the original gifts is depreciating, and building costs increasing. Indeed, by 1980, dormitories may be as outdated at the college level as the horse and carriage.

Dormitories are not the only hazard in college planning for the future. Laboratories, lavatories, and auditoriums can be outmoded in a relatively short time. Who among us has not seen the auditorium defaced with lighting fixtures or acoustical corrections, installed after the original construction was completed?

Finally, trustees are to an increasing degree becoming involved in curricular changes, in part the result of legitimate growth in the total knowledge within the traditional disciplines, and in part the result of the quest for relevancy, particularly among the students of today.

Responsibilities of Trustees

What is the responsibility of a Board of Trustees in this area? Laboratories, buildings and classrooms designed for what is relevant today in terms of curriculum today may be completely outmoded in ten years. Students obtaining a degree in a program that is relevant in 1971 may find themselves uneducated in 1980 when relevancy has changed. Trustees in the interests of their colleges must seek a fine balance in curriculum planning and building construction between the traditional and eternal knowledge--the foundation of all true education and what is relevant at the moment.

In conclusion, the question may well be asked: "What is the future of Boards of Trustees in the 1970's"? At a time when some of the best qualified individuals should be accepting appointments as trustees, they are being deterred from accepting by the treatment and frustrations they must put up with from those now joining boards who represent variety, but who may put causes ahead of the welfare of the institution and seek to debate issues of social action rather than the basic needs of the college.

E. THE STUDENT

Otto Sorenson, III

The Purpose of Higher Education

Perhaps the most appropriate place to begin any discussion of higher education is with its purpose. The goal of the university or any institution should be the improvement of the spiritual and physical worlds of all people. Interestingly, implicit agreement on this point seems to be the only common ground in the many recent disputes between radicals, liberals and conservatives on the campus. However much they shout about the tactics and structure of the university, each faction remains tied to this assumption about its purpose. If rational discussion ever regains its stature on the campus, recognition of the basic agreement on this point could lead to a reconciliation.

The foremost method used by the university in pursuit of this goal is simply education. By contributing to the intellectual development and maturation of one segment of the population, it contributes to the betterment of society. Education as it is used here means more than the presentation and acquisition of knowledge, although both of those processes certainly play a large and indispensable part in the university's program. A student's development, while he attends college, should actually be as much spiritual

as it is intellectual, for learning, at its best, teaches itself. It becomes a living force within the student and flourishes until its death. This force consists of the dedication to and a desire for the truth and when it is combined with the knowledge of the rational tools for arriving at the truth, it is the basis for the educated man. Such development is the goal for all good teaching and should be the goal for the university as a whole.

It is my belief that development of this kind is best accomplished on a small residential campus. In such an environment, the student is surrounded by his education and it is, actually, impossible for him to escape the world of learning. While the commuter returns to the world outside the university, the resident student remains at the center of the vital and questioning community.

The many large classes which characterize our huge universities are not especially helpful toward true learning. An impersonal lecture delivered at a distance of 100 feet is hardly conducive to the development of the dedicated and questioning mind. Such classes are excellent for the distribution of knowledge, but do little to foster independent thought or inquiry. It is, no doubt, significant that almost all of the student insurrections which emphasize alienation as a grievance took place at large universities. The rebel students at such institutions realize that people factories are, of necessity, concerned more with cumulative knowledge than with the development of a desire to know the truth.

Development of Individualized Programs

By 1980, I would hope to see the further development of individualized special programs. Programs such as study abroad, independent study and cooperative education. Such programs further the cause of true learning by involving a student in his education to an extent which is almost impossible for a professor in a classroom. The cooperative education program has the additional benefit of helping a student meet the steadily mounting costs of higher education. It is, also, necessary to have faculty review boards to screen the applicants for this program and to evaluate the result of such programs.

I can quote no surveys or studies that support my views on the positive effects of independent work by students. I only know of friends who have returned to the campus with a renewed sense of purpose. For example, the Classics major who finally saw a practical application of her work in Greece, the girl headed for a career in Social Work who returned from a semester in Appalachia with an almost religious dedication to her chosen field or the pre-Law student whose work in smog control in the Los Angeles Basin gave the Air Pollution Control District more than a few seconds

pause. All of these students returned to normal academic work with the interest and dedication which is so intricately a part of the educational process.

Retention of Distribution Requirements

While more freedom, in the form of independent work, is benefical in the last two years of college, retention of distribution requirements for the first two years is certainly just as important. Most students when they arrive at college have little or no idea which field of endeavor holds the greatest attraction for them. To insure that they make the most intelligent choice, they should, at least, be exposed to as many disciplines as possible. To require specific courses, however, is a mistake, because professors often tire of teaching such courses and students seldom appreciate taking them. The student should instead be asked to distribute some of his course selections over several fields.

I do not pretend that distribution requirements are necessary for a "liberal" education. Exposure to a discipline for a semester will hardly produce the competence implied by that phrase. Through requirements, however, a student is, at least, exposed to various fields and can make a more intelligent choice regarding his area of concentration. Since this decision is probably one of the most important the student will make during his college life, I believe the university has the responsibility to insure it is an intelligent one.

Limiting Student Enrollment

One of the most cherished dicta of American education is that schooling, even advanced schooling, in a college or a university, is the natural right of every citizen. This belief is, of course, the basis of America's devotion to universal higher education. I believe our faith has been misplaced. When universities become too large, they cease to educate and begin to alienate. They become fiscal disasters, political battlefields, and administrative nightmares. There is no logic in admitting unlimited numbers of students when true education ceases after a certain point. Accordingly, in addition to the development of more small residential colleges, I would hope to see our great universities establish considerably lower limits to the number of students enrolled each session.

Once enrolled at these new and smaller schools, I would hope that the student would not be forced into the selection of a major field of study. Forced concentration in a single area stifles the individual's intellectual development which should be the object of every program of undergraduate education. Almost certainly, the great majority of students would concentrate their course selections in a single department. The elimination of required majors would allow students, if they wished, to design their own programs.

Interdisciplinary studies are already sanctioned at many schools, but most of these programs still limit the student to accommodation of two or three departments. There should be no such limitation.

Retention of Grade System

The necessity for employment or graduate training after college is the strong argument for the retention of a system of evaluation such as grades. The major argument used against grades is that they have no meaning for the student. If a student cannot tell how he has progressed in a class without an evaluation from the professor, he should not be in college. Grades are not meant to communicate with or to have relevance for the student. They are solely for the use of graduate schools or employers in admitting or hiring the graduate. Providing an evaluation of the student is a necessary and valid service applied for the society by the college. I, also, believe a G. P. A., when combined with the knowledge of the student's school and field of concentration provides a fairly accurate review of his performance. Grades tend to be like people--individually they are arbitrary, but in aggregate, they form a meaningful pattern. I feel they are the most efficient and accurate system for the necessary evaluation of college graduates.

The Politicalization of the Campus

One of the most profound problems facing American universities today--a problem which must be solved even if the university is even to last until 1980--is the politicalization of the campus. Political activity by students and faculty in a college generally takes two forms. The first type is concerned with the structure and distribution of power within the academy, while the second form involves issues which concern society as a whole. Either type of activity is justifiable only so long as it does not interfere with the university's efforts to fulfill its primary function of education.

Distribution of Power in the Academy

I have little sympathy for the first form of campus politics. Students should not have voting memberships in college governing boards nor should they make decisions about curriculum, discipline, or promotion and tenure of professors.

One of the primary arguments used by supporters of student power is the undemocratic nature of the American university. As academy was never meant to be a democracy--it is after all a society of unequals. Professors at a college have confidence in the field of learning which the

students are there to obtain. It seems only logical to leave control of this type of institution in the hands of those people who are most competent and experienced. Even if the goal of democracy were valid, added student participation on committees would not be the answer.

Leadership in student government and activist groups tends to be allegorical. Most students are simply too busy pursuing their own goals to be involved in an institution's operation which they will only attend for four years.

I do, however, favor one form of general student participation in the governing of the university. At the end of the semester, the students should be asked to write an evaluation of their courses. These evaluations should be given to the professor for the improvement of his teaching methods. They should, also, have some affect on promotions or raises, but should not influence the granting of tenure. In this manner, the rule of publish or perish will be weakened and academic freedom would be preserved.

Distribution of Power in the Society as a Whole

Politicalization of the campus, also, refers to the more-or-less active participation of members of the academic community in political affairs other than those which concern only the campus. Such activity is, of course, the responsibility of every citizen and may play a large part in transforming learning into a living experience for many students. It is only when campus political participants are radicalized and violate the rights of others that this type of politicalization becomes a problem.

I believe the basic feelings of college administrators, in dealing with this problem, over the last eight years, has been one of leniency. Neither affiliations with the university nor sanctity of cause justifies immunity from the law. Students, who in expressing a political point of view, prevent the university from pursuing its primary goal of education should be prosecuted through the courts or expelled. Non-negotiable demands should be treated as such and rejected, not negotiated. While such measures may seem harsh, the only alternative is capitulation and eventual anarchy on the campus.

The rule of reason and of orderly change will be replaced by the rule of fear, of intimidation and of righteous indignation. In this country, the pursuit of truth will succumb to the pursuit of power and the university will seek to work toward its most important goal--the intellectual maturation of a significant portion of each generation of Americans.

ROTC

One of the most popular objects of radical student wrath in recent years has been ROTC. I believe ROTC should remain on the campus. With the impending demise of the draft, ROTC will play an even more important part in American life. A professional army will be balanced by a large number of non-professional ROTC trained junior officers. They will make it impossible for any general officer to move against the civilian government.

ROTC should also remain on the campus because it is strictly voluntary. Students who call for its abolition are seeking to abridge the individual rights of others. It is also an important source of scholarship funds. I know more than one student who could not remain at the college of his choice without funds from ROTC. His courses should, however, receive no academic credit, unless their academic content meets the approval of the faculty. The ROTC classes I am familar with simply do not require the caliber of work which is necessary in most academic classes. I would, therefore, hope that ROTC programs will remain on the American campuses, after being modified.

The University in 1980

The American university I would hope to see in 1980 is unlike the one existing today. It is considerably smaller and largely residential. Its students are older and not driven to it by an inequitable draft. They spend much of their first two years fulfilling distribution requirements, but are not hampered by a forced area of concentration. During the last two years they spend much of their time on individual study. Study which is supervised by a faculty advisor and a faculty screening committee. The students are graded because many of them go on to graduate study or employment. The campus is somewhat quieter because those who would violate the rights of others have been expelled or are jailed. ROTC has survived its critics and its courses have been improved or carry no academic credit. Finally, the only form of student power is applied indirectly through evaluation of courses.

VIII. VIEWS FROM OUTSIDE: CASE STUDY (SANGAMON STATE UNIVERSITY)

A. COMMUNITY PLANNING AND SANGAMON STATE UNIVERSITY

Robert C. Spencer

The Origin of Sangamon State

My remarks can be classified somewhere between the two major sub-themes of this conference and could be called "The View From Somewhere Between the Inside and Outside." This is because of the response to an unusual challenge--the coming of a new university to a community at a time when public confidence in higher education was at an historic low, and fiscal retrenchment one expression of that loss of confidence.

Sangamon State, in delivering its mandate to be an upper level liberal arts and public affairs orientated institution in a state capitol, city, has not yet lost its helping involvement with the community it lives in. Painful as it may be, it is governing itself with full public disclosure of all its internal affairs. We are still an object of fascination to the press and to the local community.

In Illinois, we have what we call a system of systems--a unitary higher board coordinating five other boards:

1. The Junior College system of thirty-five campuses,

2. Southern Illinois University, now with three campuses,

3. The University of Illinois, with three campuses,

4. The Board of Governors of State Colleges and Universities with five campuses, and

5. The Board of Regents which govern Northern Illinois, Illinois State University, and Sangamon State University.

The system was evolving in the early 60's with the development of a Master Plan, Phase 1, which furthered the development of the community colleges. By the late 60's, these were underway and the Master Plan, Phase II, was directed to the diversification and balancing of the growth of the major university centers and the development of two new senior institutions; one at Springfield and one at Park Forrest South near Chicago.

By 1968, a study called a "Report on the Two New Senior Institutions," recommended the adoption of a new structure--namely an upper level type of institution (a junior, senior, and graduate school only). This is the new kind of university which Sagamon State is. We are growing rapidly; some 25 are being planned right now, or being hoped for, and about 14 are in operation.

In early 1968, money was appropriated for planning, the campus was named, and governance was assigned to the Board of Regents.

In July 1969, the architect and president were selected at the same meeting. The president had never met the architect before each was employed. The architect understood the idealism which was going into the new university and which was expressed in the Long-Range Development Plan.

Community Desires

The community wanted this campus so much, that when the funds the legislature appropriated bought 300 acres only, and located both a community college and this new university on adjacent campuses, the community went out and raised a million dollars to buy more land. Together we have some 1,200 acres, very favorably situated southeast of Springfield. That fund raising drive was done on top of a hospital fund raising drive and the usual community fund drives which take place from time to time. There was an expression of hope and confidence that the university would do something for the community.

At the same time that these plans were being developed, all of higher education in America was changing, so that the expectations were somewhat blurred. It became apparent by the late 60's that not everything a university brought to the community was a blessing.

The expectations of those who were looking at bringing the university to Springfield and some of the ambiguities involved in them can be classified.

Overt Expectations

Among the overt expectations, higher education is considered a means for "high culture" among the local citizens. Good music, theater, lectures, bright ideas, attractive people. There were those who conceive of Springfield as "dullsville, USA." You could thus get your culture in Springfield instead of having to go to St. Louis, Chicago, or New York. This was a very powerful force in the community. We wanted higher education because the town needed "spark."

Second, the expectation for higher education among many local people was kind of a bread and butter opportunity for young folks. Access to "The American Dream" and social mobility is provided through educational opportunity. Many people felt they could save by not having to send their children away to the "Dens of Iniquity" at institutions elsewhere, keeping their children at home and still providing educational opportunity.

Another overt expectation of the university was that it would bring economic opportunity for businessmen. Before being hired, I came to Springfield on my own and interviewed some people to be sure the community leaders wanted education, as distinct from payroll, and to be sure that the university was not created by a logrolling device in the legislature to placate some locals who would then tell us what to do. I was happy to find that there was a genuine commitment to higher education. There was a lot of idealism among the business community. It wasn't simply looking for a branch plant, because there are easier ways to get a payroll than through building a university. We have to reconcile in bringing a new university to a community the obvious love of money which this center sparks in the breasts of many people because of what a major new institution does to land values, to housing, and a number of other markets.

Less Visible Expectations

Some of the less visible expectations which have been uncovered slowly as we went along are as follows:

Higher education is considered "trouble" for parents of teenagers, the police, and the advocates of kind of an old-fashioned middle west Americanism. People are very apprehensive about educated wise guys and do not welcome the presence of a force in the community which, throughout the nation at least, has brought a lot of pain.

Early in my tenure, when people found out that I was a university president, they turned on me, as if I had brought them all the trouble that was besetting the nation. When the bombing occurred at Madison, people would turn to me the next morning and say, "Why did you do it"? What happens at Madison or Berkeley, the same night happens on TV in living rooms of everyone in the nation. The first educator that comes along after that event is carpeted.

Those apprehensions are part of the expectations from genuine fear that we would bring trouble. When people found out we had an innovative mandate in higher education, that is we were asked to respond to a lot of the trouble of the American university in the way we designed the curriculum, selected programs, and the way we rewarded the faculty, people became

even more apprehensive. We had the entire faculty's picture published in the newspaper. Perhaps a third of them being bearded confirmed the prophesy we would be bringing trouble.

Another less visible expectation that higher education brings is an opportunity for the black community. The implications for expansion of the black community in wealth, skills, and social equality through educational development is a real one. We should not overlook it in any urban center in the United States. We have addressed this explicitly in our planning and have found a very healthy and wonderful response from the black community leaders.

Another expectation is that higher education could be considered a center of scholarship, of inquiry and of criticism, and, as such, a cultural and intellectual disturbance to a community. This last point is what a university is all about, but is not a subject for our discussion today.

The expectations are a reasonable classification of how people would greet a new institution. We had one year before we opened--to put together a faculty, to do some long-range planning, to design a curriculum, to do the impossible things under that time frame and, at the same time, to be faithful to this liberal arts, public affairs, and innovative mandate.

What Happened?

We looked at these expectations and tried to respond with some means to project the community. I brought with me a very healthy concern about colleges as spoilers of communities. I did not want to be agent to the development of a college town which was like all the other college towns in the midwest today, surrounded by commercial blight, and deteriorating private housing.

Very early in my tenure, I asked a leading citizen how we could avoid some of the problems and how the 4,300 undeveloped acres surrounding the campus (intersected by an interstate highway on the west, protected on the east by a 15-mile long lake) could be protected from being spoiled. My only acquaintance here was the idea of historic zoning, some kind of protective scheme to reduce the possibility that we would mess it up. I was totally unacquainted with the complexity of implementing the idea that we would start a new community of some 20,000 to 30,000 people in twenty years.

With the community college president, we asked for a meeting with the 17 to 20 major land developers around the colleges. The planning and zoning agencies and the county commissioners, since this was unannexed land, came to me and said, "What do you want us to do? We are getting

pressure." Their first request already was for approval of a mobile home park a mile off the edge of the campus. With this motivation, we had a meeting and made a very plain, open appeal for a sense of public service and community concern for the environment.

Because of the wisdom of several of the real estate and businessmen, and because of the genuine response and a very healthy way of these business people, we formed an informal organization. The division roughly was threefold at first, between the public sector, the private sector, and the public agencies--namely the zoning and planning agency in Sangamon County.

My organization and my fellow college presidents' organization were the largest public sector developers. We asked and received cooperative response to our appeal. Our goal, an ordinance of some kind, resulted in a cooperative enterprise, which recommended a planned unit development for the southeast sector of Springfield.

It is a planned unit development for anybody who wants to use it, triggered by our efforts in community planning in the southeast sector. We did this on a self-help basis and we think we have come up with something very imaginative and exciting.

The Program at Sangamon State

It is the problem-solving skills that enable individuals to move from one occupation to another in this very rapidly changing technical society. Our curriculum at Sangamon is multi-disciplinary. It involves a work program off campus for every student as a requirement for the Bachelor's Degree. We require the faculty to evaluate the student on his applied study quarter.

The faculty knows what it is like to be in the working world. He can supervise the student in a real world situation. In addition, we are hoping to get private foundation funding to push all faculty members off the campus for one quarter in nine, not for sabbatical, but for a work experience. This is again to produce a contribution to the community and to have the community teach faculty members what American life is really like.

I am saying that the American university, in some sense, has sponsored a ghetto of its own: an academic ghetto for both students and faculty. Many faculty members really do not know what it is to engage in employment outside of their own academic world. So we are saying (and this will include the president and all senior administrators who are not

Civil Service) that every nine quarters we should get away and do something in a counterpart job on a full-time basis. I expect my professor of English Literature to be teaching a rural high school. I would be asking a man who teaches business to take a turn in the business community. Regardless of what he does, he must stay there. Drudgery teaches us as much as ectasy does. This is the kind of involvement we hope to build into the University from the very beginning.

We are also saying we can be good scholars, good teachers, and have a healthy intellectual life without being angry with the world around us. Yet, the world presents us with some terribly serious problems which we can respond to, not with cosmic schemes, but with a kind of bread and butter, neighborly, problem-solving situation which will train people to be citizens. We are not coming into reform, we are coming into really learning what the environment is and then trying to bring about change that way.

University Governance

Our University is mandated to be a public affairs institution. The model of university government, which we have adopted, exemplifies this concern for public affairs. We have a unicameral university assembly made up of equal numbers of students and faculty (18 + 18) elected at large.

The highest student vote getter elected to the assembly last fall is a 72-year-old man. He was a 1918 university drop-out who returned to finish his degree. He has raised nine children, made a couple of million dollars and came back to school. He has been the president of a life insurance company, but came back like any other student. I call him my leading activist.

The average age of our students is 29. The average undergraduate is 25. We have a maturity in the student body which makes community involvement more easy than we would have otherwise. We intend to continue inviting adults to return to college.

This University assembly has also in it the senior administrators of the university serving as heads of a ministry, so to speak. We are using a British or Canadian parliamentary model rather than an American model of an American university. I, my division heads, and my vice presidents are accountable in the assembly when policy matters are being discussed. We provide leadership, answer questions, and respond. This is a kind of accountability within the academic community which I think is badly needed in the university. I am on the carpet each time the assembly meets and my senior officials should be and are.

Community Membership

We have twelve appointed community members from outside the University who also sit full-time in the assembly and help us govern the University. Altogether, we have 62 persons in it including civil servants, secretaries, and professional staff elected to the University assembly. The secretaries send their colleagues. The custodians have a representative, and so on. The whole University community is on the assembly.

The townspeople were appointed after advertising in the newspaper for volunteers in which I stated this would be a non-paid contribution to the government of the University. I got 80 responses, many from enlightened, public service orientated people, and many from people whom you just wouldn't believe would want to be involved in the government of the university. Of those twelve appointments, only three were members of what I would call the educated, liberal establishment, that is, people who believe in universities to begin with and understand them.

I appointed the other nine from what I call the unlikely ones--the ones who ought to be brought into the University, but who are normally alienated in most communities by what academic people do. One is a corn and soybean farmer who has nine children and 900 acres. He has reached the point where he has the leisure to come to these meetings. He has been a very faithful attendant and a very constructive participant. I have a retired undertaker. I have an engineer and black leaders. It is a diverse group.

We are saying the University is a community concern and is not just the exclusive concern of the academic community. This knowledge of the community and the community's responses has been one of our most useful resources when the news gets bad. We have had a couple of incidents which have been unhappy and the community has taken care of those responses. This might be a practical reason for having community involvement but is not the real concern. The real reason is very sound educational practice.

The Faculty

The faculty are in the minority in our University government. We will see how long this lasts. Their behavior has been most responsible. To get something adopted it has to have the merit to move a majority of the assembly who are non-academic. You have to line up a coalition of students and townspeople to get your cause through. This is very healthy because it means the academic rhetoric must be understandable and, of course, reasonable.

B. A DEVELOPER'S VIEW OF COMMUNITY PLANNING

Thomas Roose

Something New Happening

My involvement is due to our purchase of 240 acres of good farmland three weeks before the Sangamon State University announced they had purchased the land next door to us. This made our purchase seem awfully good.

The total area we have been talking about represents about 4,800 acres. It is the site for the university, the community college, and an established residential and parkway area fronting on a lake. About 1,200 to 1,400 acres of ground in this sector can be considered right for development. Of this acreage, only about 25% was owned by persons who had purchased with the idea of doing anything more than farming. Thus, many people with varied interests were suddenly affected by something new happening.

The first question that comes to a landowner when anything new happens around his property is: "What does this mean to me"? There were a group of such landowners around Sangamon State University wanting the answer to this question.

There were several forces at work with the new university and many interests and concerns. There were a lot of anti-sentiments such as: "We are going to have all the long-hairs": "We are going to have overcrowded communities and bad housing"; "We are going to have strip zoning and shopping"; "We are going to have all kinds of bad things happening." There was a lot of negativism.

The community had been wanting an institution of higher education for many years. There was a conservative planning and zoning group that wasn't going to have anything go wrong in their town. Right off the bat there was a hiatus on zoning. You could not change anything. "We won't do anything, rather than do anything wrong." The atmosphere of the landowners was one of quandry. There was a lot of publicity and it was beginning to favor the university. There were many rumors that the people seemed to know exactly what the university wanted for the adjacent land.

What We Did

The landowners knew what an impact, economically, the university would have. They also heard that many restrictions might be placed on their lands. Out of fear, they joined forces and a landowner's association was

formed. This, they felt, would be better able to combat the forces that were going to tell them what to do with their land. The landowners hired a planner, initially to protect ourselves and our rights. It was not with the idea of good planning or anything else, but to get us what was ours. Most of us at that time figured we wanted commercial and high-rise apartments on our land. We would let the other person worry about his area.

At the time the landowners hired our planner, Sangamon State and the community college appropriated funds to hire a planner. Soon the City and county got involved with their planning staffs. This is where luck played a tremendous role. All three planners got together and worked together. They set up a planning charrette and called in the various planning commissions, city council members, utility companies and various school districts.

We also involved the highway department, along with the various landowners and the university officials. The input went in and we came out with one report from three different planning groups. This has to be unique.

"Concept Plan"

The result of this planning charrette was an approved "concept plan." It has been accepted as the plan we will be using. We have worked six to eight months trying to get an ordinance to enforce this plan. The ordinance is the "teeth" which makes the concept work. This ordinance has now been submitted to the Springfield City Council for approval and implementation.

Basically, the ordinance is a Planned Unit Development Zone (PUD) which requires a minimum of ten acres to be developed at one time. The development must fit the overall concept plan, and the land-use must compliment the adjacent property.

The PUD zoning does not replace any existing zoning that the city or county would have. They still could zone property the old-fashioned way requiring a developer to go in and get a single use for his property. We have not changed that.

The PUD is an additional method of zoning to try and provide a better use for the land. There have been a few problems with it. Any time you get a group of landowners who own the property independently from one another and you try to get them to work together, you have some problems. They all feel their property is best and should have the highest and best use. The "blobs" we drew on the concept plan were changed many times, but they worked out beautifully, and everybody accepted it.

We had other problems too. Only 25% of the people had any interest in developing their land until this happened. As a result, we had a problem with the various people having different time schedules for developing, and they had different financial capabilities. It also took a good period of time to get these people to start trusting each other and working together to where we could sit down and talk in front of them.

What We Have Learned

This association has been going for about a year and a half and we have learned a lot. The one thing we have all learned is to get the best use of our land, to make it the most profitable to each of us as developers, we realize we have to plan together for a ten- to fifteen-year period. We have to plan the entire area and not just one apartment complex, or one shopping center, or one service station site. To get the most, we simply have to look at the whole picture. It is expensive, but we have all been educated to the point where we truly believe in this.

Springfield is the state capital of Illinois and has been an extremely conservative midwestern community that has had little or no growth in the past ten years. There has been very little imagination in the design of apartments. The builders are afraid to build anything that hasn't been built for the last twenty years. The financial institutions are also conservative and they are not going to loan money on anything that has not been built for thirty years. The zoning we have prohibits it. We have really been stuck. We just haven't been able to do anything.

What a University Can Do

As a developer, I would like to tell you what a new university can do to such a community. It has allowed us the opportunity for new concepts of land-use, zoning, building, educational facilities, and shopping facilities. In other words, a whole new way of living. Through the involvement of many in the planning concept, we are now able to talk about mixed uses of land, common uses of land for living, schools, business, recreation, zero lot lines, and even privately-built public schools. Can you imagine going into a midwest banker and discussing a high-rise building that has apartments on the top floors, offices on the middle floors, and the first three floors a grade school? You could not do this in Springfield until just recently and now we are talking this way. These people are listening; they are looking; they are interested and they are saying: "Tell us more." This has happened solely because of this catalyst--the university.

Two years ago in Springfield, good land-use (as far as the builders were concerned), would be to take and put three to four homes per acre in a $35,000 subdivision. This was good land-use. We have 240 acres directly

adjoining the University, which, if we were to subdivide in this manner, would represent about 25 to 30 million dollars worth of investment. Now, with the planned unit development that we have, we can provide on the same 240 acres, between 200 and 300 million dollars worth of development. Not only ten times greater development, but we have provided open space which does not exist in the $35,000 subdivision.

We have provided an environment which is so much above anything Springfield has ever seen or had, it's hard to believe. It is also interesting that the increase in the use of the land was not made possible by any of the architects or any of the developers in town. It simply happened because the University demanded that there be control of the development around the University. It has been expensive but we all feel convinced that the increased cost for this planning and the cost of just taking and holding the land over the period of time to get where we are today will return many times over because of the better use of this land.

People are excited about our development, bankers are encouraging us to proceed, but take away the University and we'd have just another 240-acre cornfield.

C. THE PLANNING PROCESS

Richard R. Williams

Introduction

In 1969, sites were selected in the southeast part of the Springfield, Illinois, urban area for two new academic complexes: Lincoln Land Community College--a two-year liberal arts college--and Sangamon State University--an upper division liberal arts and graduate study institution. Enrollment projections suggest that the community college will accommodate about 7,000 full-time students by the early 1980's and the university will accommodate around 12,000 FTE.

The Planning Charrette

Out of a concern for the environment to be created in the area surrounding two new institutions, public officials and owners of undeveloped tracts met together to discuss and assess the future development of the area. Landowners formed the "College Area Owners Association"; assessed themselves on a per-acre basis, and hired a planning consultant to work with the public sector. The public sector formed a committee made up of representatives of: the City of Springfield, Sangamon County, School Districts, the Springfield Sangamon County Regional Planning Commission, Lincoln Land Community College, and Sangamon State University.

We took an adversary approach to an advocate situation where private developers had their consultant and the public sector had their consultant. Initially, we held a three-day planning charrette to involve as many participants as possible in the actual development of a plan. During the day, the technical staff put together what had happened the previous session. At night we talked about alternatives and conceptual approaches.

After further meetings of our two groups, and because our consultants were able to work together very well, we published one report. The contracts originally called for one consultant preparing a final report for the private sector and our consultant preparing a report for the public sector. We were so much in agreement that we published only one report entitled, Development Concept Southeast Sector, Springfield, Illinois, dated September 17, 1970.

Planning Considerations

Because of the establishment of Sangamon State University and Lincoln Land Community College within the Springfield urban area, and because of the other factors that are realized when a new major employment and activity center is introduced into an area, an urban area population growth of 48,000 by 1985 is anticipated.

The local city-county planning commission had made some population estimates in connection with the urban area transportation study just prior to the establishment of the college and did not anticipate a growth which was later anticipated. This urban area presently has about 130,000 population.

It is proposed that the Southeast Sector will become a major activity center in the community. It will be subservient to the central business district which is the primary activity center of the region.

There will be some relationship between activity centers. The airport on the north offers potential for new industrial and office growth in the community; the central business district, which is growing in strength and vitality, exists as the major shopping and employment center of the community. The Southeast Sector, because of the two new institutions and the rapid growth potential on adjacent lands, is a third emerging activity center.

A high volume traffice artery is proposed to physically connect the Southeast Sector to the central area. This would provide a major movement corridor and a mass-transit link between the two activity centers.

The Southeast Sector boundaries are: on the north, Hazel Dell Road; on the west, Second Street; and on the south and east, Lake Springfield, a man-made body of water with a flooded area of 4,300 acres, serving Springfield's electrical power station and providing a community water supply. The edge of Lake Springfield is almost entirely developed into lake shore residential estages, heavily landscaped, and very picturesque. The Southeast Sector's acreage totals 4,800 acres. Sangamon State University's property comprises 745 acres and Lincoln Land's property totals 340 acres.

More definitive planning is now underway to establish design guidelines for the development of this area, and a planned unit development ordinance has been prepared in draft form for eventual adoption by city and county authorities to provide local landowners and developers a means of carrying out more imaginative developments.

IX. VIEWS FROM OUTSIDE: CASE STUDY (TEMPLE UNIVERSITY)

A. BACKGROUND: TEMPLE UNIVERSITY AND NORTH PHILADELPHIA

John G. McKevitt

The Community-Temple Agreement of 1970

The members of this Panel, along with many other representatives of the community, public agencies and the University, have shared an extended, and at times abrasive, experience in negotiating the Community-Temple Agreement of 1970. This is described in the legalistic terms of the document as a meaningful agreement between the community and the University joined by appropriate governmental agencies to reach a general understanding concerning certain principles that could apply to land use in the campus area. The Agreement expresses a further objective to "ease frictions, and assist the community, the governmental agencies and the University in their efforts to improve the relations between the community and the University."

I want to express the hope and expectation that this discussion will not be a recounting of the history of a conflict. Rather it is to be a view from outside by and for planners whose interest is in the implications for the future. What change took place? What meaning might this have beyond Temple and the North Philadelphia community?

I can comment on one aspect of that change. Until 1969, Temple operated in confidence that the long-range plan for the Board and Montgomery campus, confirmed by Planning Commission review and City Council approval as an Institutional Development District, provided adequate support for current land acquisition and development policies.

Since 1970 there has been little faith in the reliability of such long-term relevance for decisions. A capacity for appropriate response and adjustment are essential elements in the planning process. As John Friedman has pointed out, political decisions, technological decisions, investment decisions, social decisions all have a shorter life span and a greater complexity than the untroubled vision of the utopian planner. The University now searches more persistently for the broad based commitment, the stability and continuity it needs through current policy decisions which are relevant for both the present and the future, both the University and the community. The Panel can give us the outsider's view of this search for the reconciliation of community response capacity with the need for institutional stability and continuity.

Visual Orientations

Temple University has four major campuses and three lesser Centers in the Philadelphia area. The two larger campuses are in North Philadelphia--the Health Science Center and the Broad and Montgomery campus which is the subject of our discussion today. The Broad and Montgomery campus is in the heart of a low income, largely black residential neighborhood which is within a Model Cities area of about 240,000 population, a decline of about 60,000 from 1960. Temple qualifies as an urban University by any valid definition. It is not just in the City, it is actively participating in city life through the school system, social agencies, city service departments, business and industry and an extensive variety of programs and projects.

Temple has grown substantially in the past decade as it moved from private status to reorganization as a state-related university. The Broad and Montgomery campus now has a full enrollment of about 13,781 full-time students and 8,101 part-time students. This growth has had its impact on land area needs as well. In 1953, the campus occupied about 19 acres; by 1960, it was up to 32 acres and the Institutional Development District Plan was approved as a development area of about 88 acres. The Community-Temple Agreement now has reduced this to 76 acres.

The Charrette

Early in 1969, objection to the clearing of a block of residences on the east side of the development district reached the confrontation stage. In response to this, President Anderson imposed a moratorium on construction activity on the east side of the campus and organized a meeting of the interest groups involved--community, local, state and federal agencies, and University representatives--on May 7. Nearly one hundred people attended this meeting. This group established a steering committee made up of the various interests involved which chose to organize a "Charrette" as proposed by the Office of Education as a device to be used for resolution of the differences. The Steering Committee met regularly and scheduled the Charrette to begin on December 1. The Charrette met daily, and into the night, until December 19, but adjourned after some progress was made but without being able to reach a final agreement.

In January 1970, Pennsylvania Governor Shafer appointed three members of his Cabinet as a team to work out a basis for agreement and Philadelphia Mayor Tate assigned Ed Bacon, the City's Development Coordinator and Planning Director, as his representative on the team.

The Community-Temple Agreement of 1970 was drawn in a number of sessions conducted by this team. After a good deal of pain and strain on all sides, the Agreement was signed by the University, the local state and federal agencies with one exception on February 6. The community did not sign until March 15, 1970, after receiving a letter indicating acceptance by HUD within some legal conditions.

The Agreement is a 19-page document. Some of the more significant sections of the Agreement includes:

Definitions and Identifications
Land Use and Development
Planning and Implementation of Capital Improvements for the University
Committee for Continuing Dialogue
Norris Homes
Implementation, Including Zoning and Funding

As I indicated before, I expect this panel to do more than rehash the Community-Temple Agreement experience though this will serve as a basis for viewing from the outside. Our objective is to identify whatever implications there may be in this experience for a better understanding of the positive and the negative factors influencing good or bad relationships in community-campus planning and development.

B. THE PLANNING COMMISSION

R. Damon Childs

Urbanization in North Philadelphia

Urbanization first came to the central portion of North Philadelphia in the 1870's. The area was developed with sturdy Philadelphia style row houses extending the pattern of William Penn's original plan for Philadelphia. The development of street cars in the late 19th century made this area very attractive to persons who were moving out of the central area near Independence Hall where properties were being developed for commercial use.

This new community in North Philadelphia contained many institutions, including Temple College, which was built adjacent to the Baptist Temple. Occupying a quarter block at the southeast corner of Broad and Berks Streets, the Temple Church and College were an active part of the life of the residents of this north central portion of Philadelphia.

Around 1910, the area began to change as the original residents passed on and their children moved to newly developing areas further out from the center of the City. The next occupants of this portion of North Philadelphia were both first and second generation immigrants from Europe, including a sizeable number of Jewish families. One of the centers of this community was the Keneseth Israel Synagogue located in the block south of the Baptist Temple.

The area retained its character and the Temple College expanded to become a university when its graduate programs were introduced during the 1920's. Gradually the University bought up properties around the original Baptist Temple and developed new facilities adjacent to its original buildings.

Changes During the 1940's

Another change took place in this North Central Philadelphia community. In the 1940's, the second wave of occupants of the houses were replaced by the predominantly black population which had come to Philadelphia during the Second World War. Many of the houses were divided into apartments and virtually all of the units in the area became tenant occupied. The Keneseth Israel Synagogue was sold to Temple University to be used for their Law School. The University continued to acquire properties in a four-block area centered around the Temple. They also acquired most of a large cemetery which was across Broad Street from their campus. At this point the University had less meaning to the community around it than at any time in its history.

The passage of the State Redevelopment Act in 1945 and the Federal Urban Renewal Act of 1949 offered the opportunity to undertake actions which were not even considered in prior years.

The City, in its desire to improve housing conditions and provide space for important institutions in the City, determined that one of its initial projects would be the use of urban renewal in the vicinity of Temple University.

In 1948, the City Planning Commission certified the Temple area for redevelopment. This action permitted the City to acquire properties in the area and resell them for new housing or for institutional expansion.

The Southwest-Temple Redevelopment Area

A plan was published in 1950 for the Southwest-Temple Redevelopment Area, which proposed extensive rehabilitation of existing housing and the clearance of several sites for new public housing construction. This

program was begun with the development of the Harrison Plaza Apartments and the Jefferson Manor Apartments, built in the early 1950's.

In 1955, a Redevelopment Area Plan was published for the Northwest-Temple area which included the campus of Temple University. The Planning Commission had defined an eight-block area extending from 12th Street to Broad Street and from Columbia Avenue to Diamond Street as the proposed campus of Temple University. The remaining area east of 12th Street was shown to remain as both rehabilitated and new housing development. Two blocks of the area were proposed to be cleared for a new public housing project to be known as Norris Homes. This project was built on land cleared of residential structures in the late 1950's. The area between Norris Homes and Temple University was to be rehabilitated residential buildings.

In the early 1960's, Temple University began to reevaluate its needs for academic facilities. They came to realize that, if they were to grow to a position of a large urban institution, they needed considerably more land than was indicated under the 1955 plan. There was an agreement with the City that they would be the redeveloper of the land indicated in the 1955 plan and this program was at that time moving ahead.

Institutional Development District

In 1962, the City had amended its zoning ordinance to include a new district called "Institutional Development District" which would be mapped by City Council and would permit institutional development under a plan control administered by the City Planning Commission. After extensive discussions with the Planning Commission, Temple submitted a proposed development plan which extended the campus eastwardly to the boundaries of Norris Homes and including the houses which had been proposed for rehabilitation. This plan was approved by the City Council in 1966 after one public hearing.

The housing which had been proposed for rehabilitation in the meantime was deteriorating considerably because no rehabilitation programs were available to institute in the area. In the meantime, the Southwest Temple Redevelopment Area Plan had been changed to indicate the new housing where the rehabilitated housing had previously shown. This housing was cleared in the 1960's causing extensive relocation which resulted in an adverse reaction to that redevelopment program.

Development Begins

The cleared land was sold for the development of new single family sales housing, the first such experiment under the urban renewal program in an inner-city neighborhood. Although sales were slow at first, this areas became a very desirable neighborhood and houses there are now selling for over $20,000. This sales housing has had an interesting impact on the adjacent public housing project, Harrison Plaza. When first constructed, the Housing Authority had difficulty in filling all of the units because of the character of the adjacent housing. After Yorktown, the community of new houses, became established, Harrison Plaza became one of the most desired projects in the City and now has a waiting list exceeded only by several projects in more suburban locations.

Much of the land defined under the 1955 plan for Temple University was cleared by the Redevelopment Authority. This relocation also had an adverse effect on the North Philadelphia community. A critical situation developed when the General State Authority, which acquired land and constructed buildings for Temple University, condemned and cleared the land between Norris Homes and Temple University. Residents of Norris Homes could now visualize for the first time what the Institutional Development District would mean to their neighborhood.

The Charrette

It was at this point that the confrontation leading up to the Community-Temple Charrette occurred. It should also be noted that this was also a time when the Model Cities Program was being developed and an organization called the Area Wide Council was formed to represent the citizens of the Model Neighborhood, which included all of the area around Temple University. The responses of the Norris Homes Council were fully supported by the Area Wide Council, and in many ways instigated by this Council.

The City's role in the Community-Temple Charrette was primarily that of an arbitrator evaluating the positions of both sides and encouraging them to work out a mutually agreeable solution to both the problem of Temple's expansion and maintaining the integrity of the residential neighborhood.

C. THE FACULTY

William E. Perry

Confrontation and Impact

As a Professor in the School of Social Administration at Temple University, particularly one who spends a great deal of his time teaching Social Planning, it might initially raise question as to the validity of my speaking on the issue of the "View from Outside." Yet, it is precisely this combination of factors which enables me to identify so closely with the topic.

As one of two faculty representatives on Temple's negotiating team, my role was not viewed as that of Social Planner, nor was this intended. For at all levels, and particularly within the framework of a negotiating team and staff primarily linked to administration, the fact that I was (1) Black, and (2) faculty, engendered a sense of distrust. Since I was also new to the faculty there was no reading of my positions and how I might be influenced. Thus, unstated concerns might have gone something like this: bad enough that faculty should be involved, but Black and faculty too makes for total unpredictability.

As the single Black member of the negotiating team and new to Philadelphia, the members of the community groups had even less sense of me and I'm sure saw Temple's "token" Black with suspicion and distrust. You see, the emergence of a picture in which an individual is very much part of the process, yet viewed askance by both parties. Perhaps this was as it had to be, for it reflects the turmoil of our times. That such a confrontation was necessary is sad commentary upon the role, perceived or actual, which was seen as characterizing a large urban university.

The impact of the Community-Temple Charrette may be felt for years to come, in Philadelphia and elsewhere. It, therefore, warrants careful examination and resistance to hasty conclusions. It offered an opportunity and a promise, the like of which may not soon be repeated in this nation. For I fear the lessons extracted from the experience will tend to be short-sighted and direct attention toward the avoidance of risk and the establishment of territorial rights and boundaries of a purely physical nature. The development of more imaginative and creative roles for urban universities may be relegated to a future which finds us in the position of being too late with programs which could be meaningfully initiated now.

Urban University

What was the opportunity and promise to which I referred? From my perspective as a social planner, the University had an opportunity to

give further definition to the nation of an "Urban University." While in the short-run, a university may be able to weather the storms of protest, wall itself off and turn away from urban blight, the problems are so massive, that all must participate in the search for solutions.

To think that a university setting is the heart of such urban decay can generate solutions from an ivory tower or need be involved only to the minimal degree necessary to achieve immediate ends, is to deny the increasing demands for accountability and responsibility which people in communities throughout the nation are insisting must mark their institutions. Precisely because such claims upon institutions are not the exclusive prerogative of any one group or community, our universities should be taking the initiative in the identification and implementation of models which may serve as means for testing and demonstrating what is possible. It seems to me that there is far greater risk in failing to see such situations for the opportunities they represent.

Paralleling the recognition of opportunities, there is an equal responsibility to avoid promises which are unrealistic or cannot be delivered. A university is after all, only a university. Yet, the Community-Temple Charrette was initially cast in such a manner as to suggest a capacity to initiate action with respect to virtually all of the problems which afflicted the community. Such an undertaking runs the risk of appearing to promise much more than the university has the capacity to deliver. It implies possession, influence, and control over resources at a level far beyond the scope of reality. Even if the university possessed such power, our knowledge gaps are such as to warrant the setting of very limited goals.

While admittedly the experiences and preceptions of community groups were such as to lead them to approach the Charrette with much reservation and distrust, they dared to hope this was not one more attempt to manipulate them and impose the will of the university. When hopes and expectations are unrealistically raised, subsequent efforts to delineate and define responsibility, while interpreting "what was meant," tend to fall upon deaf ears. Particularly as universities are perceived, and not infrequently have behaved, as all powerful bodies capable of eliciting the response of all other institutions to their will.

Mediation

Out of such a set did the two negotiating teams come together for the Community-Temple Charrette. And thus did the inevitable happen. For in a situation which required (1) clearly stated ground rules, (2) some fairly common and delimited objectives, (3) control and/or possession of necessary resources and the ability to make decisions regarding their use

and allocation within a limited time frame, virtually none of this was possible. So, as is frequently the case in collective bargaining, charges and counter-charges were rampant and virtually nothing could be agreed upon. Under this pall, the condition ultimately required mediation.

Who fixes blame? Who are the villians? Is it to a community which fears being engulfed by a university it holds responsible for much of the deterioration. Does a university have the right to cause further disruption in a community in an effort to meet the needs of a growing student body and serve the broader community need? The issues here may be different sets of values and priorities, but the end product of such conflicts may be to lead to behavior which has negative consequences for others. Major safeguards may rest with the values, breadth and insights of the planners and how effectively they are able to influence decisions so that they are not exclusively responsive to parochial concerns. In effect, this serves to place a greater burden of responsibility upon the university. At the present, this seems only appropriate since normally universities have at their command a much greater store of manpower, professional competence and resources, as contrasted with community groups. As a consequence, they can afford to risk more and their mistakes are not likely to be as telling. Positive actions, thereby, begin to put meaning to words.

Critical Factors

A brief examination of some critical factors during the Charrette may be illustrative of a variety of complex factors and their interrelatedness:

1. Community decision to focus upon land use and ownership
2. Final Temple proposal on Joint Use-Joint Ownership
3. Community rejection of Temple Joint Use-Joint Ownership proposal
4. Temple's move to edge concept
5. Land Use and Housing Agreement Component of Temple-Community Agreement
6. Joint Planning Component

The Community decision to focus upon land use and ownership, before dealing with any other matters, was the strongest leverage point that could have been identified: (1) It went to the core of university interest; (2) the community had a vested interest which was complemented by the potential to generate additional support; and (3) this was the single area in which the university clearly possessed major control. In the ultimate resolution there are those who would take issue with my view that this initial advantage was not parlayed to the communities' best interest. Of

course one need be mindful that "community" is a very global term and in the absence of homogeneous communities, or an underdeveloped sense of common destiny, the interests of some segments will be served, unmindful of broader consequences.

Temple's final proposal on joint use and joint ownership, assuming that the legal issues could have been satisfactorily resolved, bore the potential of interlocking the destinies of community and university in a fashion unparalleled in this nation. It was quite clear that the possible implications of this proposal were not understood by most of those connected with the university and even fewer members of community groups. Particularly noteworthy was the fact that the joint use concept, with community control of large portions of the first floor of one proposed building, was being applied to the most critical building in the universities' current development plans. That this proposal was presented to and approved by the Board of Trustees, is an indicator of how close the university came to being committed to this concept.

Awareness of Ramifications

Only subsequent to the community rejection of the joint use-joint ownership proposal did there develop a true awareness of the possible ramifications of that proposal. The rejection itself set off negative reactions within the university group of two primary forms: (1) some who understood and labored for the concept, took it as a personal rejection, and (2) others who never quite understood the concept, simply took it as an afront that the university should extend itself in such a way and be rejected. The reaction of a small nucleus was simply sorrow and dejection at the realization that what might have marked the beginnings of a truly new form of partnership between community groups and the university seemed destined for failure.

Predictably, Temple moved to an edge concept drawing clear lines between that which was university and that which was community. This notion seemed to be responsive to what community groups were demanding and surely reflected the preferences of many within the university who view the two worlds as entirely separate, and properly so. To respond to such demands from community groups proves relatively easy and affords the opportunity to transfer responsibility for attempting to demand solutions that offer more promise. Admittedly this necessitates more of a time investment and there is no assurance of success.

Under the terms of the final agreement, Temple relinquished interest, control and/or ownership in approximately thirteen acres. In general, the land was designated for housing with some commercial development. More practical questions may be raised as to: (1) how much of this

land will be developed, (2) at what pace, (3) by whom, and (4) how much of a market actually exists. The stipulations as to income limits pose further barriers, apart from the fact that this is a community which is already evidencing a significant exodus.

One has but to read the joint planning component of the agreement to seriously challenge its feasibility. Wording, membership, and arenas of planning all lead to a sea of confusion. Perhaps there are the seedlings, but of the hard groundwork which must necessarily be the forerunner, the soil has barely been scratched.

In sum, the opportunity and the promise which the charrette may have represented seems to have been dissipated in the achievement of relatively short-range goals which seem unlikely to be sufficiently consonant with long-range needs and goals of either the university or the community, from which the university cannot stand apart. There is a common destiny which neither party has adequately recognized. This has resulted in the identification of artifical and piecemeal solutions based upon a mutual inability to trust. Acquiescence to an edge condition, particularly for an urban university, fails to recognize realities and may be counter to the interests of either party. It fails to reflect the possible dictates of future program needs or changes in community wishes or structure. Since the agreement is viewed, by some, as legally binding this may deter desirable actions because of the possibility of prolonged legal entanglements.

What is Learned

There is a contention that the university has learned much and would not make the same mistakes in the future, theoretically avoiding any significant sacrifices. Such a contention is tantamount to "building-in" the necessity for confrontation and fails to recognize that community groups also learn from these experiences. Given the existent disparities between university and community, with respect to resources and expertise, the relative growth and gain in expertise may tend to favor the community. The end-point of such confrontations must ultimately lead to a virtual stalemate. Urban universities must move toward the recognition that their destiny is interlocked with the community, immediate and broad. If universities are to live in harmony as neighbors, they cannot be detached from the problems which afflict their community. It is only fitting that where there are concentrations of some of our finest minds, in a society which values education so highly, that more definitive commitments be made to the search for solutions to our problems.

Joint planning is no panacea and tends, at this point, to be a misnomer. The potential does exist, but only through the arduous task of developing a sense of mutual respect and trust which permits the necessary

openness. This would surely seem to be a most desirable state for planners. One which would enable them to work together toward the common goal, for it is in everyone's interest that the best possible planning be done.

The notion of planning with people, rather than for them, often receives a cool reception. "God forbid that people should have a say about things which shape their lives." The tone of the nation is such that people have awakened to the fact that they ought to have a say. Not that they assume the planners' job, but that planners become more responsive to their definition of need. Priorities may be all wrong and/or impractical, but planners are now called upon to interpret the "why" in language which can be readily understood. We have entered a new era, far less routinized and fraught with unpredictability, but the challenge fires the imagination while injecting a note of caution. Not to acknowledge this new era is to deny the groundswell which sees the public taking a much more active role. To approach the task otherwise is to set the stage for further conflict. Not that differences will not persist, but the major thrust moves away from a notion of win-lose. The social costs are such that we cannot afford to do less.

The opportunity and the promise aims toward the creation of a society which maximizes the potential contributions of its people. Each delay is an opportunity lost and gives solace to those who profit from such senseless confrontations, these are the true villains. To accept that model is to plan for the decay of the university. While there may be periods of calm, such confrontations tend to escalate to unmanageable scales.

D. CHARRETTE PLANNING

James O. Williams

Planning From the Top

Historically, planning has been done by institutions and government agencies without the direct involvement of large masses of people who will be affected by these plans. This is particularly true when these persons are poor, non-white, or students. This method of planning from the top has proven to be expensive, the cause for serious confrontations, and ever widening polarization between the community and these "establishment types."

I am not placing the full burden for these practices on you as university planners, but I do fault those who set your policy for not seeking a better way to get the job done. As institutions of higher learning, it seems to me that it would be within the scope of what you do as part of your responsibility as educators. But, at this very moment, I would wager that

universities and colleges in urban communities have a worse image--in terms of not relating to the communities at their perimeter--than all the other institutions and agencies that plan in these areas.

Need to Redefine Roles

It is my contention that the primary reason (outside of lingering racism) is the inability of universities to redefine their roles and missions in urban communities. If this were done, it may prove that the whole method of planning would be changed, as would be the need for buildings. This will have to be done soon anyway, since support from government sources is getting smaller each year.

Without going into detail, I feel that this new role must give the university mission a closer relationship to urban problems, government, and community groups seeking solutions. The role will have to take on not only the task of instructing students as professionals, but assisting city officials to do a better job by offering training programs and working with agencies, community groups, and institutions that serve the community. This assistance would be in the form of courses, research, systems development, but done with and in response to requests from the community.

This is not a new concept, it has been done by the same institutions for the Federal government and armed forces. The development of biological warfare tools, ABM Systems, hydrogen bombs, and all the other exotic devices calculated to destroy man and his environment, are no more important than solutions to jobs, housing, medical care, and all the other problems we have within the country. It may be that the solutions to these problems will be more responsive to defending the country than weapons anyway.

Charrette Preparation

If you decide to attempt a charrette, there must be careful pre-charrette preparation to clear up some vital issues. In many cases, there is a long history of deception, mistrust, and fear by both the community and the universities in a given area.

If charrette is used to resolve these problems, it will do nothing more, and most likely will not do a good job in their resolution. There must be a complete change of attitude by all persons involved before the charrette starts, or it will degenerate into either a negotiation session, or a charade. The true charrette is a positive and creative tool, but it must be left free to explore all the options and arrive at democratic and equitable recommendations. The post-charrette activities cannot take place unless a

new spirit of cooperation is generated during charrette. It is a proven fact that it is better to teach a man to fish rather than give him a fish if you want him to become self-supporting. This is a mission that every institution of learning in the country should undertake, not only to get its land space, but as an act of humanity and responsibility.

Charrette is an excellent tool for developing the best and most creative programs. But, like most other concepts, it cannot go beyond the limitations of its participants.

X. PLANNING FOR THE SMALL COLLEGE: TECHNIQUES OF COMPREHENSIVE PLANNING

A. THE MACUBO SYSTEM FOR SMALL COLLEGES

John M. Dozier

Planning and Policy Decisions

One of the principal problems of planning on small college campuses is that the budget turns out to be the only real planning tool. It turns out to be a policy making document when it should be a policy support document--it never should make policy. However, if there aren't any formula with which to make policy decisions, they will be made when the budget is put together.

The Macubo System is simply one concept of planning that puts full effort into collecting, analysis, and organization of material into a coherent plan.

With a grant by the Ford Foundation, the Macubo System was begun basically as an effort to assist the principally predominantly black colleges in the South by developing a manual that would encompass planning, budgeting, accounting, physical plant and personnel. Eventually, the physical plant and personnel aspects were not considered to be relevant as compared to the other three and were dropped.

Macubo has a series of flow charts, a series of forms on which data is collected. It also has planning and budgeting calendars which identify principal events involved in running-off a proper planning sequence in order that educational planning will occur ahead of the allocation of funds.

Macubo decided that it might be wise to bring this material to the attention of small colleges. Two years ago a set of five workshops were offered. Each was limited to 60 participants. In the year just concluded, four more workshops were presented across the country with typical attendance between 50 and 60 people. The flaw in these workshops was that they were attended by very few academic deans; by only one or two presidents; and by no trustees. In effect it was not the power structure of the institution which attended, but rather a representative who felt he would like to know more about planning. Invariably these people felt frustrated because they were there alone without their president, without their academic dean, and without their colleges with whom they would have to work with as a team to make this plan go.

The Macubo System

The Macubo system suggests an 18 to 24-month cycle. It also suggests that planning, once begun, is a continuous effort; it is simply not linear.

In the manual there is a description of the specific steps to be taken, how to collect data about the institution and its academic plan. These force the power structure of the institution to say, "Yes, these are the goals and objectives for the institution." "Yes, these are the policies under which we operate."

With these policies in hand, the first system analyzed is the academic plan. The manual describes faculty and departmental involvement, indicating their ambitions, hopes, dreams and desires for the next five years. This requires the departments to offer for consideration both a statement of their goals, ambitions, and plans, and also the dollar costs required.

While there are also systems for devining supporting plans and other things that dovetail with this whole plan development, the next step is taking the academic plan and running it past an analytical studies team committee. Typically, it is suggested that the planning team be administratively dominated. In effect, saying the president and his principal administrators would constitute the bulk of the planning team. By contrast, the analytical studies team would be faculty dominated, by whatever technique seems wise on the campus--election by peer group or appointment by Faculty Senate if there is one. They must be willing to spend the time and effort to analyze the departmental requests and plans and to make a recommendation to the planning team for final consideration--a check and balance system, in effect.

This system assumes that in planning one must know what one is trying to do, and also that there must be careful self-analyses; in effect, a PPBS System which is to make certain that everything is reviewed and that there is an opportunity to sluff off the obsolete, to sop the unproductive.

Analysis

On many campuses self-illusion is substituted for self-analysis. That is a very easy thing to do. It is hard to look at your friends or the colleges with whom you work day to day and say, "That program is just no damn good," or "that they are no longer teaching an adequate number of people, that it is economically ridiculous to continue, that we have go to find some way to make this a different program."

Without due care, analyses can become a simple matter of organizing the material a little better but not really analyzing it carefully. If it is analyzed, with objective criteria, it should at least isolate the extremes--the very best and the very poorest. Without this care, it could result in the planning team winding up with several jars of administrative pablum because they too are unwilling to face the hard issues of saying "the decision is this, we deny that request, we recommend this, we suggest that these two departments be dropped, and these three be embellished. whatever you do."

The Macubo System is one that does analyze carefully and does not depend on computing. It is well organized and logical and can be easily adapted with minimum cost and staff work on the part of the college. Once used, it does offer an opportunity to have a relatively low cost system that can be updated by staff on campus who are not, at the outset, professional planners. It is a good roadmap for doing the right kind of planning.

Anytime an institution begins this sort of effort from ground zero, as most colleges will want to do, one has to be careful about the political situation on campus and the kind of support one can get out of the president's office. This system or any other planning system is obviously a waste of time unless the chief executive of the institution believes in it, supports it, and will see that the effort is properly staffed. In addition, he has to make certain that when the planning calendar is developed, that the deadlines are meaningful, that the ship is going to sail whether the departments are there or not. That is the best way to get them back the second year. Once departments begin to realize that things are going to happen, there will be a change in attitude.

In sum, the Macubo system offers no magic, it simply offers an opportunity for a good roadmap for a low cost, logical, thorough system, not only with the flow chart of things that must be done, with the necessary calendars showing how long a lead time is typically involved but also has data collecting forms. It can be easily adapted to be sure that you have an appropriate staffing table and don't overlook things.

B. ADMINISTRATION AND PLANNING

Norman Francis

Commitment

A Macubo manual, or any other plan for planning in an institution, is not going to work unless it has the top leadership fully committed to it. Although some say the board has to be committed--the board doesn't have

to be committed. The board expects the chief executive officer to manage the shop and the board is going to do by and large most of the management things. That is the case if they get involved in it. I hope they don't, but if they do, they will go with the chief executive officer. The chief executive officer has to be fully committed to it and all of the chief administrators have to also be committed to it or it won't work.

It is a very intricate kind of a document in a sense, it has guidelines 1, 2, 3, 4, 5 and it is advisable to follow them as closely as possible. The point is that it demands information, it demands efforts that cannot be taken for granted. The whole institution has to know that it is intended to use this system or an adaptation of this system and we are going to put it into effect. No one can say, "Well, I'll get around to this or that." It just won't work.

In a weak moment in my life I became a college president and then found out how very powerful so many are on a college campus other than the president. You know, there are ironies about all of that. I think yesterday it was said in the last few years the college president has had all of the responsibility, but no authority. The authority is always somewhere else. Many others make decisions that affect other parts of the campus where the college president apparently in a real sense does not change or does not affect what goes on.

The Planning Team

As a president, I found myself in this kind of category, I needed to know what was happening, how it was happening, and I needed to know where that institution wanted to go and how it was going to get there. I did not want to be put in the position of either rubber stamping or being responsible for areas on which I had no information or knowledge or did not participate in decision-making. We needed a plan. We needed a plan where the constituent parts of the institution could sit together and talk about the constructive alternatives, could plan it and could make a decision.

That is where it is encumbant upon the chief executive officer to make the decision when decisions have to be made. He can't run from them, can't shy from them. At the same time, a chief executive officer has to disperse decision-making in the rest of the university. That is easily done if, in fact, he has chosen men and women who will serve with him and particularly those who have been involved in the planning for the objectives and goals of the institution.

The great difficulty is that in certain parts of the institution there are staff who will not make decisions. They always talk about what ought to be done or why it ought not to be done. While the ship sinks or burns,

many people feel they have not been a participant in what the facts or the problems were so they don't have to make decisions.

We used the Macubo manual and plan and we have a strong planning team. Our planning team is a little different from that which was suggested by the manual in that we have all the chief administrative officers, we have three faculty members, two of whom are chairmen. We have two students on the planning team as well as our planning coordinator.

There should be someone whose total responsibility is planning. I think that the planning officer has to be full-time responsible and get the support of the president. In our particular planning team, we have had the chief administrative officers, faculty, and students and our planning man working and developing where we intend to go in the future.

Now let me say to you that we have not come to the hard parts of the planning efforts at this point. We have collected all of the data, and now we are going to make all of the decisions that are going to be made this coming year; which may be my last year after we make some of these decisions. We are going to start stepping on toes and we are going to be making strong recommendations about the future of the institution. We don't think we can afford not to do it. As one said about us, "Xavier doesn't have all of what it needs and can't afford all that it has." Now we have to try to separate out which one of those things we can't afford and then try to get those things we need. And some tough decisions are going to have to be made. We think those decisions are going to come because we have had many other people involved in a process. They are going to be obvious, and it is going to take a little courage. That board and the rest of us, hopefully, will be making decisions on constructive alternatives and not in some mysterious way where students and faculty feel the president sits in the office and he throws darts at a dart board to determine the decisions.

I'll close by saying that the administrators who proceeded me had a very fine way to operate and maybe some of you are operating the same way in terms of budgeting and the like. Budgets were cut like pieces of cloth and they were sent out saying, "OK, that's your plan, fit your plan to that piece of cloth--money is tight." If you had a problem a little note at the bottom of the budget said, "Tell me what you need and then I'll tell you how to get along without it." That was part of an operation that I think we have to leave and hopefully planning will get us to the new step.

C. A NEW ERA FOR COMPREHENSIVE PLANNING SYSTEMS

Robert J. Parden

A Different Environment for Planning

During the past twenty years, the emphasis in college and university planning has been growth. Planning focused on how many students would be enrolled, what courses they would take, and the required personnel and facilities translated into capital and operating budgets. Now, except for a very few institutions, the increased enrollment of the next eight years will have to be absorbed in present facilities. For a stable, if not declining, enrollment level is predicted for most areas after 1978.

Planning for the next ten years will therefore, take place in a different environment: enrollment pressures without commensurate operating and capital fund support; increased costs of existing programs without a parallel increase in income. The consequence is the new planning phenomena encountered in the last two years; the need to cut back come programs so that others can survive, or so that some new activities can be undertaken. This new type of planning involves difficult "tradeoffs," electing to undertake one program at the expense of another because there aren't enough resources--personnel, space, funds--to undertake both. This could be a calamitous period for higher education if it fails to accommodate to this new environment. There is a danger that we might assume the posture of a dowager, looking back to the "golden years" of the fifties and sixties with protracted nostalgia. We may fail to read the signals eminating from society that they no longer accept our premise that there can be no increase in productivity in higher education. Our depression could be in spirit as well as finances.

Or we can begin to look at ourselves more closely; to focus on all of our activities, and see if we can't do more with what we have. We can restudy year-around operations; which didn't work ten years ago, but might now. We can look more carefully at the lecture system, and see if greater responsibilities for learning can be transferred to the students. And we must learn to introduce new programs, often without any new money. We must plan more carefully and completely. While this discussion focuses on the institution, state, regional and national planning must encourage consolidation of undersubscribed programs to free funds on the other campuses.

Planning Inhibitors

While the need for comprehensive academic, fiscal, and physical planning is great, planning has yet to be embraced by colleges and universities. The reasons are complex and interrelated and include conflicts over

goals; academic history and tradition; and a void in the organizational structure. Planning inhibitors can be described in four categories:

Nebulous Institutional Identity:

The inability to identify goals and establish priorities which are acceptable to all constituencies; the false assumption that there are easily listed, common goals, acceptable to all of the members of the academic community; a reluctance to accept the concept that there is a central authority who has to concur in plans and who in many cases, is off campus; and because these conflicts are awkward, they create friction, and are brought into focus by formal planning.

Individual and Institutional Goal Conflicts

A desire to forget the reality that each institution cannot be all things to all people, even if it means a constraint on the education of students or the careers of the faculty; an evasion of trade-off decisions which require an institutional posture, and are more difficult than the championing of a single cause;[1] a preference to "play it by ear," since stated plans that fail have high visibility; and little enthusiasm for high profile leadership that make demands which are in conflict with individual aspirations.

Higher Education History and Traditions

Planning has been primarily identified with campus planning to accommodate growth; accelerated growth and institutional complexity, which normally would foster comprehensive planning, are relatively recent developments; rapid expansion has accommodated pressures for innovation and change which are less easily accommodated during periods of fiscal and physical stability; and planning is identified with "management," a function which never has been accepted with equanimity in education.

College and University Organization

The planning activity has been fragmented--academic, fiscal and physical planning have each been undertaken by different constituents; the planning function is rarely included in the administrative structure, with staff support to encourage and sustain it; it requires precious time from busy people; sophisticated information systems have been developed more rapidly than the capability of the institutions to use the information in comprehensive planning; and a planning system has not yet been demonstrated which satisfies the unique conditions of higher education.

This is a description of a planning system that can cope with goal identification, internal conflicts and organizational needs; using a modified Delphi method,[2] a goal consensus is obtained, and program priorities identified; communication among program directors, staff and decision-makers is enhanced through use of modified "zero budgeting" program format; an office of institutional research and planning provides staff support for a continuing planning activity; a permanent, planning steering commmittee, with a rotating membership, is charged with long range, institutionally comprehensive planning; and evaluation of program costs are expressed as variances from performance goals.

Systematic Planning of Resource Use

Higher education's current environment is challenging history and traditions, and will require more systematic planning of resource use, in order to: absorb three million students in the seventies without the level of support which characterized the fifties and sixties; adapt to changes in student interests which will require internal reallocations; accommodate decreased faculty mobility. Individuals will increasingly look at their current assignments as possible lifetime careers; and look with greater interest at institutional problems; seek greater productivity in order to share in the gains of the expanding economy; resolve the cost-income squeeze for some, seek survival for others; and better state the case for continued and increased support.

This comprehensive planning system seeks to integrate the functions of planning, budgeting, decision-making and evaluation, on an institutional basis. The academic, physical and fiscal resources required by highest priority, goal-induced programs, are matched with the institution's resource potential. Ultimately, the system transmits to the president "decision packages" or programs, which will satisfy institutional goals, and which have been reviewed at each level of the organization, and assigned funding priority rankings. The rankings identify:

> Basic programs which would be supported because they are significant to generally accepted, ongoing purposes of the institution.
>
> Programs that might or might not be supported, or supported at a more modest level, depending upon available resources.
>
> Programs that should not be given serious consideration considering the current availability of resources.

This priority-ranking of programs is initiated by department chairmen or directors, consolidated by the deans, the vice presidents, and then goes to the president. At each level, additional advisory rankings can be obtained from other department chairmen, deans or vice presidents acting as "committees of the whole," or by department, college or university councils. When program resource requirements and their goal satisfying potential are matched with potential resources, the budget becomes a record of these decisions. Evaluation of program achievement follows this implementation. This is called a planning "system" because it seeks to bring into focus, all of the elements that go together to make up an institution. Such an elusive task can hopefully be achieved by following a systematic approach--a comprehensive planning system. This system is described in the paragraphs that follow.

The First Step--Identifying Mission, Objectives and Goals

The mission, objectives and goals of the institution are identified to establish priorities for program development and as the first step in establishing institutional priorities. Since the goals of the institution react to changes in the environment, they must be continually reviewed and updated.

While the mission and objectives can be, and traditionally have been, stated in broad, lavish terms, goals should be result-oriented, that is, convertible into programs. Goal identification has often been quickly passed over because it forces the listing of institutional priorities, and this is controversial. Yet evasion of this step merely delays the question of priorities until it is time to make resource allocations.

The Delphi technique can be used to assist in arriving at a consensus on goal priority. A list of goals commonly sought in higher education has been developed to reduce the time required for each institution to identify goals. They can be modified and augmented to describe the unique mission and objectives of each institution. The priority listing of goals provides the order in which program development can proceed.

Developing Goal-Satisfying Programs

College and university activities have traditionally been grouped by organization units--departments, schools or divisions. This grouping is so gross, that while convenient for authorization and control, it hides the impact of changes in resource allocations, or the potential benefits if an activity is modified. Several programs may be required to describe the activities of a typical academic department. Programs might include lower division or upper division instruction, department research,

organized research, and graduate instruction. Commencement is a program, as is the telephone system, the publication of catalogs, or the purchase of books for the library. The program format provides greater visibility--the resources each program requires, and how closely program benefits match the priority listing of institutional goals. This visibility assists those who must decide how limited resources should be allocated.

For each goal, a variety of programs can be developed which propose alternate ways that the goal might be reached. Exhibit 1 displays alternates for a program called "catalogs." All of the university catalogs could be combined into a single volume, or each school and college can have a separate volume. Alternate year publication is possible, and for each of these options there are higher incremental expenditure levels (quality levels) varying with the number of copies printed, number of pages, color, paper stock, engravings, etc. For a fair appraisal, the costs and benefits of each of these alternate combinations should be developed in detail. With this information, the impact of spending nothing, or $9,000 to $26,000 annually, compared to other programs, can be resolved.

It is difficult not to make the planning activity appear to be a numbers game in the mode of traditional college and university budgeting. This is inevitable whenever any systematic approach is described. Yet the heart of planning must be the innovation, the ideas, the dreams--the programs that are proposed to solve a problem or propel the institution closer to its objectives.

Decision-Making

The catalog program, Exhibit 1, provides for review of the entire program, as well as different levels of support. It is possible to eliminate catalogs. Other methods of attracting students could be enriched. Course descriptions could be made available by each department, rules recorded in a student handbook. But once there is a decision to have a catalog to use, this particular way of satisfying a communication goal, then there are still different levels of support--often identified with improving the quality of the activity. This program also serves to illustrate the continued need for value judgments. A systematic procedure, which attempts to quantify as much as possible, does not replace choices involving values, taste, esthetics, and other difficult to quantify values. Considering the catalog, what impact does color have? Will it attract more students, or be helpful in attracting stronger faculty? Will $12,000 spent on the catalog better meet the needs of the institution than the same money spent on an alumni magazine, an annual president's report, an additional student recruiter, or more books for the library?

Department: Publications

Program No. 1421355

Program Name: Catalogs

Director: Paul Murphy

Program goals:

1. To provide a record of courses, administrative rules, and degree requirements.
2. To serve as an advertising medium for prospective students.

Current State of the Program:

1. There is an annual update of the previous catalogs, five are issued.
2. Due dates not enforced which has caused overcosts.
3. Copy is changed at proof stage which is an overcost.
4. The number of copies is not carefully estimated by deans and registrar. Overruns are thrown away.
5. This is the one publication retained by counselors, and market surveys record that it has a major impact on potential students. Quality could be improved with color work, more illustrations, format and stock changes.
6. Costs recorded in the annual audit:

65-66	$13,607	
66-67	14,097	
67-68	16,125	39,967 copies
68-69	17,858	42,349
69-70	20,547	49,000
70-71	22,000 (est.)	52,300

Consequence of Non-Approval: We would lack an attractive document for students. We would shift to mimeographed course descriptions, regulations.

Program Increment	Consequence	Direct Annual Costs
Publish alternate years, 40,000 copies, no color--basic program	Updated less frequently	$ 9,000
Publish alternate years, 50,000 copies, color photographs, heavier stock	More attractive but still not updated annually. Wider distribution.	12,000
Publish annually, 40,000	Limited distribution, but annual update.	18,000
Annual, 55,000 copies, no color	Wider distribution, annual update.	24,000
Annual, 55,000 copies, color	More attractive advertising wide distribution, annual update.	26,000

DISPLAY OF PROGRAM ALTERNATES
EXHIBIT I

It should always be anticipated that the person responsible for a program will seek all of the resources possible in order to undertake his program in its most complete splendor. He will be recognized for what his program accomplished, not for the resources he saves by not requesting them. This understandable bias is the reason why a system must be developed which will allow someone in a more impartial position to choose among programs. The more remote the decision maker, the better able he is to review programs relative to the needs of the entire institution. At the same time, this remoteness reduces his direct knowledge of each of the program alternates and creates the need for displaying more information about each--the goal of the program format.

Allocation Decisions

To assist those who must make allocation decisions, a program incremental-support-ranking system can be used to enlist the appraisal of as many participants as either the governance structure, or political expediency, would suggest. This planning system requires that each of the participants record his own program priority rankings. This would normally start with department chairmen or non-academic department supervisors. The elements of each program are ranked in their order of priority need. In effect, the marginal utility of each increment of resource support, as seen by the program director, is subsequently forwarded to the next level of decision-making: to the deans, directors, and vice presidents for further consolidation. At each level, persons representing other programs: chairmen, deans, vice presidents, committees and councils, can be asked to rank all the programs, and program incremental support levels, to assist the person who must consolidate the program requests and add his own judgments. Consolidation is necessary so that the president does not have to review the detail of all programs and do consolidations for the entire institution. He needs to focus on those activities which the last 20 percent of available resources will support.

6. This continuing program should be supported to satisfy minimum institutional goals, or if it is a proposed program, it has a high probability of significant impact.

5. The program should be supported unless there is need to cut back programs throughout the university.

4. This would be one of the first programs eliminated if the anticipated expenditure level is lowered.

3. This would be among the first programs added if the anticipated expenditure level is increased.

2. This program level should be considered only if all programs ranked 3 and above are supported.

1. This program should be eliminated or not be given serious consideration of support.

This is, of course, an arbitrary scale. Three, four, or five degrees of "support priority" could be used. The same end is sought: a ranking from top to bottom of the activities deserving support as perceived by those who participate in the resource allocation procedure.

Where does the program director or proposer stand in this process? His initial ranking of his own programs is visible--biased as we might expect--plus the rankings of his colleagues. To these are added the ranking of the person responsible at the next organizational level, and anyone else whose judgment is thought appropriate.

Each program description requests the "consequence of non-support." What would be lost to the institution if the program is completely eliminated? This is a very difficult question for higher education because it is the "moment of truth," the questioning of the status quo. The statement the question elicits cannot but help to increase the communication between the person responsible for the programs, and the person(s) who must choose how limited resources will be committed to provide the maximum goal satisfying activities for the institution.

The Long-Range Implications of Allocation Decisions

The decision-making process must select a combination of program support levels that matches potential resources, not only next year, but in future years. Few new programs will last for only one year. They are normally expected to grow. The creation of new academic major, for example, will affect section sizes, the number of courses offered, faculty required, new office and research space, classrooms, and perhaps laboratories and other special facilities. Additions to the library may also be appropriate. A change in one program affects most other programs. This interaction can be perceived most easily in a small institution. For the large institution, a computer simulation of an institutional model is helpful. This model mathematically relates the interaction among programs. It allows the introduction of a proposed program, or modification of existing programs, and displays the cumulative effect of programs on resource requirements for the next five to ten years. This simulation, or display of the future impact of current allocation decisions, can also be extended by hand, but, as the model attempts greater precision and grows more complex, a computer extended model reduces the clerical costs, and the time to test alternates.[3]

A parallel test of the feasibility of a selected program mix is the availability of facilities--space and equipment--to accommodate the proposed activities. Some of the space decisions can be made within an annual budget projection, by rehabilitation of existing structures, or obtaining space on a rental or temporary facility basis. When these avenues are exhausted, then the availability of capital funds to obtain additional space may be the constraint on program initiation or expansion.

If the program mix selected by the decision makers stands the test of the long-range fiscal model, and if space can be found, then the annual plan or its dollar equivalent, the annual budget, may be prepared--a record of the planning decisions that have been made about that year, and tentatively for the future as well.

The Final Step-Implementation and Evaluation

As the annual plan is implemented, data on enrollments, workloads, expenses, and many other achievement-indices are collected to use in the evaluation of how successfully proposed program goals were actually realized. Changes in the institutional environment must also be evaluated. The performance goals that are used in assessing new program resource implications, and benefits, must be refined using the new data that has become available with an additional year's experience.

The evaluation process makes use of performance goals and the display of the variance between these goals and actual performance. The function of the variances are to identify why actual values are high or low compared to the performance goals and what good-oriented program might be undertaken to reduce undesirable variances. This is an approach to replacing the misleading "cost per student credit hour" calculations which have been adopted because of their ease of calculation, but whose value to the decision maker is limited. Performance goals state: what minimum size sections are desirable; what faculty workload is sought which includes all faculty activities: classroom, counseling, department and sponsored research, administrative assignments, etc. The variance then records how closely implemented programs approach performance goals. The variances will identify low enrollment courses, low faculty workload, high department salaries, high administrative costs and the other elements that make up unit cost calculations. With this information--a record of the success with which goals were satisfied by the programs selected to reach them, the planning cycle repeats. Goals are reordered to reflect changes in institutional objectives, new programs are developed, programs that failed to achieve their objectives analyzed for change or deletion, and the process for selecting a new program mix reinstituted.

Implementing the Procedure

All activities in the university are described in program formats similar to Exhibit 1. Each chairman or director reviews and ranks his programs and describes the benefits of each. Supporting information is provided by an Office of Institutional Research and Planning. The cycle is scheduled on an eleven-month basis--to be initiated in time to provide an annual plan and budget. Anticipated deadlines might include:

October 1	Result-oriented goals usable for the year.
November 1	Program identification. Preparation of program descriptions to encompass all activities.
December 1	Program cost and achievement information.
January 15	Department level program proposals and ranking.
February 1	School level review and ranking.
February 15	Vice president level review and ranking.
March 1	Programs to the president.
March 15	Preliminary budget to go to the trustees for approval.
July 1	Evaluation of programs and institutional goals. Updating for planning data.
August 1	Review of variances between performance goals and actual results.

An Organization to do Comprehensive Planning

While the president provides the major impetus for planning, he should involve as many members of the organization as possible--for ideas, and the plans to achieve them. To provide continuity to the activity, a planning officer or coordinator is necessary. This may be a full-time assignment in the larger institutions. A permanent standing committee, whose membership rotates, also provides continuity, focus and direction. By using task forces, the range of participation can be considerably enlarged.

An Office for Institutional Research and Planning can provide the staff support which comprehensive academic, physical and fiscal planning requires.[4] This staff group is given the responsibility for coordinating the development of an information bank and assisting program directors in assessing the resource implication and potential benefits of proposed programs. While data is currently collected in many offices or most campuses, it must ultimately be catalogued by a single agency to prevent needless duplication, and to assist those seeking information so that they need not canvas the entire campus to determine what is available and where it is.

The system described allows planning to take place without usurping the formal organization. Planning is not done only by the steering committee, and programs are not selected by them. They serve as a catalyst for continuous planning. Programs advance through the formal organization, from department to president, with the intermediate officers--chairmen, deans and vice presidents actively participating in the consolidation process. It is not proposed that this system will eliminate conflicts over priorities. It is still necessary for some person or group to make ultimate choices from among potential programs. However, the ranking of goals by the Delphi method will identify the consensus and the variation within the group sampled. This is more information than presently available to most decision makers who must always weigh the consequences of a particular decision relative to those who prefer another alternate. Neither does this system eliminate imcompetence or a lack of talent. A goal may be clearly desirable, resources allocated to support the goal-satisfying program, and the desired results never achieved--unforseen resistance, a lack of enthusiasm by the people chosen to implement the program, any combination of these and other causes. Hopefully, however, these non-achievements will be more quickly identified, the program adjusted, or the satisfaction of that particular goal delayed until there is greater assurance of program success. The planning-implementing-evaluating cycle provides this visibility.

Why a Formal Planning Activity Now

Colleges and universities have operated for centuries without any formal planning system. Why start now? The prime mover now is that many are literally running out of funds, and others lack enough funds to do all that they would like. The private schools are encountering the situation where any further tuition increases will accelerate enrollment declines. The public schools are asked to perform more services, accommodate more students, without commensurate funding. It could be argued that this is not a new phenomena. The early years of many private institutions were periods of quiet desperation. But now the commitments are more exacting.

The ambitions are greater. Enrollments on some large campuses are ten times as great as they were twenty-five years ago. The sheer weight of numbers, and the coordination of their activities to provide any semblance of order, requires more structured interrelationships than the much heralded "two on a log." Yet these needs will not automatically reduce the resistance to planning. It is doubtful if anyone really likes to plan or be confined by a plan--particularly participants in higher education. Most would prefer random behavior--the faculty to teach when convenient, or to do research in areas of their own maximum interest; students to enroll in courses that match their current interests but subject to change next week, month and year; and administrators resent increased layers of administrative control. The most obvious consequence of planning is convenience--scheduling classes at the same hour; specifying a common Christmas vacation period; the minimum essentials to prevent chaos, and to make group endeavor acceptable.

While these are the concerns of convenience, of the smoothing of working relationships, of equal, and perhaps greater importance, is the planning each institution must do to accommodate to the current financial environment for higher education. E. F. Cheit, in his "The New Depression in Higher Education,"[5] contrasts the present scene with the last twenty years during which both income and expenses increased at an 8-10% rate per year. Now costs continue to rise at this rate, while income growth has fallen behind. The amount of the gap varies with each institution. So does the strategy vary with each: how to increase income--where to reduce expense to bring the two into balance.

Related to this income-expense imbalance, is higher education's inability to increase productivity. As a result, persistent inflation costs must be met by increases in income. This absorbs most of the "enrichment" funds society is currently willing to allocate to higher education. Perhaps three million more students will seek post-secondary education in the 1970's in the United States. Restricted capital funds, inflation, reduced operating income, will require a precision of planning that was not necessary in the more generous funding levels of the 1950's and 1960's, and the less complex scene before World War II.

What Will Make Planning More Effective

The first step is to reidentify the academic community as a coalition. Community infers more natural common interests than actually exists. A coalition better describes the relationship of the constituents of higher education, "a temporary alliance among otherwise opposing interests." While education is the common theme, section size vs faculty workloads, classroom vs. research, higher salaries vs. higher tuition, are just a few of the couplets. We can do better planning if we recognize that what we seek

is a working coalition, in which some, but not all, of the goals of the constituents can be achieved. There are inherent conflicts that must be resolved. Their resolution requires a continuing, comprehensive, planning system which seeks a working consensus.

A second step would require a broader look at governance. The past ten years has been spent seeking to identify a kind of "cooperative"--owned and managed by faculty and students, and faculty-turned-administrators. Unlike a cooperative store, however, the unit is rarely economically self sufficient. It then goes outside of itself seeking support, but is reluctant to accept review by those who supply it. Under these conditions, those who supply it are reluctant to provide more. Planning for the university should proceed with the perspective that increased productivity will be forced upon it by financial stringencies. If it is not clear that learning suffers because of larger sections, and larger sections will permit salary increases, section sizes will go up. As facilities organize to bargain collectively, they may well become smaller in number, in the pattern of "live" musicians two decades ago. Students and their parents may choose not to pay higher tuition. The state governments may be unable to meet the increased financial load.

The Changing Nature of College and University Planning

The essence of planning to accommodate growth included: enrollment projections by level and discipline; number of courses and sections required; faculty and personnel needed; academic, residential and support facilities; capital funds for new facilities; operating costs of programs; and total funds required.

Starting with enrollment, and using researched standards, these values were sequentially calculated, most often by computer. This approach allowed many institutions to expand quite smoothly.

The scene now changes because short-range enrollment increases will be followed by declines in many localities beginning in 1978. Even if there were funds, it is doubtful if they would be invested in capital expansion for such a short period of time. Making do for six years, with what is available, is a new kind of planning activity for many. In addition to space constraints, the general reluctance of the public to meet increasing costs of higher education, will require the elimination of some activities in order that others can be sustained. Growth allowed new programs. Growth allowed the dilution of a poorly performing department with new faces. The absorption of rising costs was possible with increased numbers of students. All of these operating, assists that come with expansion, will be lost and new kinds of strategies will have to be developed.

What is possible, is services can be reduced which, though nice, have lower priority than other programs. There should be a reconsideration of year-round-operation. Within systems, there should be elimination of duplicate programs at institutions competing for funds. Two strong programs, rather than four weak ones, is possible. The faculty should consider how more students might be taught by a single man so that the level of faculty salaries can continue to rise.

The potential of year-around-operation is a fine example of the breadth of study sought by comprehensive planning. Every activity in the university would have to be assessed: curriculum, scheduling, student interests, faculty preferences, the effect on institutional productivity, salaries, all cost and income items.

But unlike the current use of one time task forces, year-around-operation is typical of the many alternates that should be systematically reconsidered. The environment changes, and under different conditions, different alternates become feasible.

Summary

The planning system described seeks to:

1. Identify institutional goals that can be directly related to programs that could achieve them. Objectives can continue to be stated in broad, descriptive terms.

2. Resolve goal conflicts, and begin the process of establishing priorities. A modified Delphi method can be used.

3. Provide greater visibility by using a program format for displaying costs and benefits.

4. Utilize a zero budget approach by listing the elements within a program on a priority basis so that if support of the program is reduced, it will be in the manner suggested by the program proposer.

5. Test the program mix selected, and its resource implications on a ten-year basis.

6. Evaluate the success with which implemented programs satisfy the goals that inspired them.

7. Provide for a planning structure that involves the people who must make the decisions and those who must make the plans work.

8. Utilizes a staff which has both institutional research (information gathering) and planning (information utilization) responsibilities.

9. Encourage comprehensive planning--integrated academic, fiscal and physical planning, on a continuous basis.

The need is now. The goals are worth the effort.

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[3]See, Parden, Robert J., editor, "Planning, Programming,. Budgeting and Evaluation Systems," Office of Institutional Research and Planning, University of Santa Clara, 1970, page 170.

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XI. PLANNING FOR THE LARGE UNIVERSITY

A. PLANNING FOR UNIVERSITIES

Richard F. Galehouse

Long-Range Master Planning

I would like to share with you some experiences of long-range master planning for large institutions. I would like to draw the common threads or conditions which appear basic to the physical development of campus environments now and in the decade ahead.

I will draw upon the master plans for two recently completed campuses: Central Connecticut State College in New Britain, Connecticut, and the new campus for the University of Buffalo in Amherst, New York.

The Connecticut State College is typical of the campus planning problem that we have faced in the 1960's. An existing campus of 6,000 students which expects to add the facilities for another 6,000 students by 1977. The College required a plan not only to resolve its direction of growth, but to solve very serious organizational and community problems. The client was the State Department of Public Works.

The University of Buffalo at Amherst, New York, is not typical. This new campus is being planned for 32,500 students on a 1,200-acre site. The plan was prepared by a highly sophisticated client (the New York State University Construction Fund) with a team of the most talented professional help available and utilized one of the most comprehensive planning approaches yet developed. It expects to open in 1974.

Central Connecticut State College

Central Connecticut was founded in 1849 as a normal school The College has developed from a two-year teacher training college to a four-year and master degree granting institution.

The enrollment of 6,000 students in 1970 is expected to grow to 12,000 in 1977. The college is primarily a commuting institution with less than 20% of the student body living on campus. An additional 600,000 square feet of building space will be added to the existing 400,000 square feet, and parking will be doubled from about 3,000 to 6,000 spaces.

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The College is located in the northeast section of New Britain and is surrounded by a residential community. Two aspects of the historic growth of the College have emerged as major problems with its community: First, the College's land acquisition policy which has sought room for expansion by the purchase of individual properties in the surrounding community without a very clear plan; second, the nuisances to the community created by college-generated traffic being drawn through the neighborhood and parking on neighboring streets because of inadequate campus facilities.

The existing campus is comprised of 120 contiguous acres. Existing buildings are concentrated in the southwest sector of the campus. Physically the campus is composed of two low hills separated by a stream valley and is split by a major arterial street. Recent buildings have tended to be street-oriented, facing a major arterial.

Internally, three major problems faced the campus: (1) the presence of a major arterial street bisecting the campus; (2) the relative shortage of land; and (3) the lack of organization and design form.

At Central Connecticut, the consultants (SDDA) entered into an ongoing development process. The State had completed architectural plans and sited three buildings in a tandem relationship within the only remaining major open space. The location and site relationships of these buildings blocked access to the College's principal land resources for future development--its athletic fields. Through a cost benefit analysis, the consultants were able to persuade the College and consequently the State to abandon these plans.

The development concept for the College sought to resolve the existing major physical planning problems facing the College--both internally and externally--in its relationship to its community. Also, the plan concept sought to establish a development strategy which not only accommodates the foreseeable development program but future programs as well.

The development concept for Central Connecticut had three major elements:

1. The development of a campus pedestrian precinct free of vehicular movement. This was accomplished by closing the bisecting arterial street and framing the north and south faces of the campus with new roads and relating all vehicular access and parking to these roads.

2. The definition of clearly defined campus boundaries on the north and south faces of the campus which recognize the integrity of the adjoining neighborhoods. This was accomplished by combining the placement of the boundary roads, existing natural features and existing land-use patterns. Intersecting community streets were separated through a series of loops and cul-de-sacs to prevent through movement of vehicles to the campus. The consultants recommended returning some residential parcels of land to the community.

3. The development of a new college center, containing the College's principal semi-public cultural and social facilities near the geographic center of the campus, midway between the existing campus and its principal land resources, as the principal means of organizing the new campus.

The University of Buffalo

The State University Construction Fund was responsible for the planning and design of the University of Buffalo. The other participants included the University as a user and SUNY Central (State University of New York).

The long-range development program for the University called for 32,500 FTE students with 10.6 million gross square feet of building space on the 1,200-acre site. The campus will receive its first students in 1974.

The 1,200-acre site for the University of Buffalo is approximately five miles from downtown Buffalo and 3.5 miles from the main street campus. Access to the campus is from the south and west via existing highways, proposed expressways and mass transit. A principal objective of the plan is to respond to regional access and to integrate mass transit with the proposed campus.

Existing land-use patterns tend to reinforce the region's transportation system with principal development including regional shopping and community facilities, lying to the south and west.

The site is characterless, flat and devoid of major vegetation. The lack of strong site character and amenity suggested that the design form for the campus would be created from the relationship of buildings and open spaces. A small stream, a flood plain and poor soils mark the northern edge of the site.

The organization of the campus on the site responds to three factors: (1) regional community land-use and circulation; (2) the functional requirements of the University program; and (3) the presence of the flood plain and poor soils on the northern edge of the site.

The academic program calls for the development of seven Faculties, including the health sciences, arts and letters, educational studies, law and jurisprudence, natural science and math, engineering and applied science, social science and administration, health and physical education.

All students (resident and commuter) will be associated with a College (maximum enrollment of 1,000 students). The College will serve as recreational, social and cultural centers for the smaller community of students.

Regional land-use and circulation dictated that the principal gateways to the campus as well as the more public-oriented Faculties, such as health sciences and cultural center be placed on the south and west faces of the campus. Less public-oriented Faculties are located to north and west.

Transportation studies dictated a "multiple entry" concept. The 30,000 FTE students, plus faculty and staff are expected to generate a total of 24,000 cars with a peak hourly demand of 13,000 vehicles.

Internally, a vehicular loop road was developed in response to the multiple entry concept and the requirements of a pedestrian core. The function of the loop road is to collect traffic from the multiple entries and to distribute it at moderate speeds to the penetrator roads which lead to the various faculties.

Computer studies of the volume of internal pedestrian movement show that 65-70% of people (40,000 person trips) can be moved in ten minutes, but eventually supplementary mechanical transportation will be required.

The development plan for the University of Buffalo is linear in form. The principal organizing element is a linear land-use element called the "spine" which contains the principal paths of movement, the Colleges, cultural and social facilities as well as the principal open spaces. The Faculties are organized in land-use districts along the perimeter of the spine. They are separated and defined by circulation elements branching out from the spine.

The original concept of the spine was a continuous enclosed space. This concept was an unachievable design because of cost, staging and the manner in which facilities are budgeted. Capital funds are not budgeted for circulation elements. A more conventional answer of buildings, spaces, and interconnecting corridors was developed for the spine.

As the preliminary plan was being completed, a major effort was made to integrate the campus more fully into the Amherst community. The New York State Urban Development Corporation was invited, and through its consultant team, developed a new town plan integrated with the University.

Campus Environments

The following conditions are essential to the achivement of campus environments which are efficient, beautiful and truly reflective of the goals of higher education.

First, long-range planning and a concern for the quality of the campus environment must be a top priority and active policy of the institution. At public institutions, this policy must reach the highest political levels. I think it is very clear in the State of New York that, without direct support of the highest executive office, one would never have projects of this scale and quality attempted. In Connecticut, at a much different level, action is translated into a day-to-day operation of selection of architects. For example, it took some considerable guts to abandon the plans, at the cost of a quarter of a million dollars for two buildings, to achieve certain long-range planning and environmental goals.

Second, a comprehensive approach to long-range planning, as in California or in New York, where budgeting, academic planning, programming, physical planning, including engineering and community planning, are integral components to a university's master plan, provides the essential basis for capital funding and project development.

Third, the acknowledgement that a university is a part of its community and the university's willingness to assume its share of responsibility for its impact upon that community.

Fourth, an appreciation is required of the basic physical composition of a campus which is pedestrian in nature and whose design form derives principally from the interplay of buildings and space. Functional and aesthetic goals are best achieved when the campus core is a pedestrian district. Walking is still the most efficient means of moving thousands of students between campus facilities during the normal ten-minute class change interval.

Fifth, an understanding of the limitations of a master plan and the basic importance of an ongoing planning process including in-house planning capability.

Sixth, and finally, the university must appreciate the need for the most capable, highly skilled people working in an atmosphere of defined roles and mutual understanding and respect. The most brilliant planning concept can be effectively neutralized in the hands of an unskilled design professional. Since a comprehensive plan is the product of a team including educators, administrators, planners, and design professionals, the roles of the team members require definition along with a defined decision-making process.

B. THE PHYSICAL SETTING FOR HIGHER EDUCATION IN THE 70'S

Naphtali H. Knox

Growth vs. Belt-Tightening

In the next decade, universities will experience nearly the same numerical growth in enrollment as they did in the 60's. Major growth has been, and will continue to be, in the public institutions. Private institutions are expected to grow only by 400,000 students by 1979, while public institutions will add about 3.3 million (or 44 Yales and 78 Ohio States)! Ten years ago, private universities enrolled two out of five college students. In ten years, they will enroll only one out of five.

According to the National Center for Educational Statistics, universities spent $37 billion for buildings in the 60's versus $33.5 billion expected to be spent in the 70's (1969 constant dollars). The bulk of this building will occur in the public sphere, increasing from a 65% share of the total in the 60's, to 75% in the 70's.

In spite of these overall statistics that suggest nearly as much will be spent for facilities in the next decade as was expended in the 60's, there is an unmistakable trend toward belt-tightening at those institutions and state systems that have had the largest building programs.

Looking at the past two years, College Management magazine suggests that "in those large, prosperous states where a great deal of spending has been going on in higher education (notably California, Illinois, and New York), there has been some trimming of construction programs. In other states, where spending has been slower, the peak is yet to be reached and construction expenditures on campuses were up appreciably in those states during last year."

Those institutions that have built so much are already finding that some of the building of the past decade was extravagant, not only in terms of initial expenditure, but in terms of continuing maintenance costs. They

are also the institutions with sufficient planning expertise to find ways to absorb additional enrollment at lower cost per student and with lower square footage per student than in the past decade.

Meanwhile, their neighbors who haven't yet joined the mass building boom, appear ready to embark on energetic expansion programs. The newcomers should look to their experienced, now jaundiced predecessors in this jungle, in some attempt to avoid the same mistakes.

Building Methods

Building methods will not change much in the 1970's. Recall what was happening in the 1960's. The fledging Educational Facilities Laboratories predicted:

> The distribution of expenditures for college facilities can be expected to change substantially in the years ahead. At the turn of the century,... both industry and education distributed its capital outlay for new buildings in a ratio of three-quarters for the shell of the building and one-quarter for the tools to be used by the occupants. Today the ratio has been reversed for industry--a quarter for the building, three-quarters for the tools--but the ratio for educational structures continues for the most part unchanged. There is evidence, however, that the collegiate ratio is changing. Higher education is tooling up through the use of electrical and mechanical means of finding and transmitting knowledge. The computers, the cyclotrons, the hot laboratories, the language teaching machines, the transmissions of information by television, the storage and reproduction of information on tapes,...," etc.

The ratio has not changed as predicted, and won't in the next ten years. At present, the ratio may be at two-thirds for the building to one-third for the tools, but it would certainly be a rare college building where the innards cost as much as the enclosure. The inertia of the building industry, the conservatism in regard to using audio-visual aids, are too much to overcome in ten years.

In 1961, EFL predicted:

> With the pressure of numbers being what it is in the sixties, there will be institutions which will let the chill wind of cheapness whip all amenity out of new buildings.

> There will be institutions which let the desire for permanence interfere with the demands of performance. But there are more colleges willing to venture architectually, to search for economy with amenity, to look for human scale and beauty. And through new forms and shapes and new materials, they will embrace our times and leave their successors unfettered by the present but primitive state of the building art.

There has been plenty of the cheap, lacking amenity. And, as predicted, many have let permanence interfere with performance. But there is little evidence of that hoped for vision where economy, amenity, beauty, and unrestricted utility are combined.

Later in the decade, and toward these goals, EFL's School Construction Systems Development project, their University Residential Building Systems, and lately, the Academic Building Systems, stressed the creation of new systems and components to provide internal flexibility while maintaining amenity and lowering cost. There is no evidence yet of any widespread adoption of these systems. Much as we may desire it, we will see no significant change in the way we build for a while.

A few trends of importance are worth noting:

Specialization

Some coordinating boards of higher education found that, when the ten-year projections of all their state universities were put together, they added up to more capacity than the total number of students that could be expected in the state by 1980. That would mean not only waste and overlapping in the state system, but competition with, and probably the elimination of, some private universities.

In Illinois and in other states, public colleges and universities are being told that duplication is unnecessary, and "untrammeled growth is simply unaffordable." "More" is not necessarily "better." Growth yes, duplication no. Specialization seems to be the answer.

President Edward Levi, of the University of Chicago, has said that "there is too much conformity within the structure of higher education--with most institutions wishing to be all things." He sees the need for many more kinds of institutions, and much more flexibility in the kinds of programs and instruction offered.

This is not to say that specialization will automatically foster larger numbers of large new instiutions. The cost of the new starts that we have seen in the past decade will mean that there will be fewer of these created in the next decade than in the past. Rather, existing institutions will change in character as they grow, concentrating on, and specializing in, those disciplines or methods in which they have strength, and dropping those in which they are weak.

As in the past, new academic forms will encourage the creation of new physical forms. One can expect that these physical forms will be widely copied, however superficial and irrelevant they might be, for this is a time of considerable faddism.

Universities and Colleges are Getting Out of the Housing Business

The University of California scaled down its plans both before and after the University Residential Building System (URBS) project. The State of New York recently announced that it will drop plans for approximately 30,000 beds that were originially planned through 1975 at 27 campuses, but they will not change their enrollment goals.

Chancellor Ernest L. Boyer has said that the new policy means that the State University will become more regional, with more students attending a college close to home or living in non-university facilities. This trend toward regionalization could counter efforts toward specialization, except for the very large number of students enrolled.

The conflict between regionalization and specialization may also be occurring in California. The Davis and Riverside campuses for example, are noted for agriculture, but they are having to provide a broader spectrum of programs for the natives of their local urban areas. Davis, Irvine, and UCLA will specialize with medical schools, but they also will educate large numbers in other fields. This accommodation of seemingly conflicting objectives is worth noting and imitating in other states.

The General Belt-Tightening is Causing a Shift in Emphasis

College Management magazine points out that "more of the monies available to universities and colleges are going into instruction rather than construction, into general and administrative costs, and into operation and maintenance." It seems clear that planning emphasis will shift from concern with physical and environs planning to fiscal planning.

In the past, university fund raising (which is not limited to private institutions) has often been carried out without a clear set of goals in mind. Many questioned fund-raising priorities that emphasized buildings to the detriment of programs and scholarships. Private universities, especially, seemed to "roll with the donors," building what donors were willing to finance. It is not yet a trend, but rather a hope, that more institutions will set up programs for coordinating fiscal, academic, and physical planning. Until then, expect financial planning to be stressed.

Projections Beyond 1980 Indicate that College Enrollments will Continue to Grow

Around 1985, there will be a decline in college enrollments that will continue for the next ten to fifteen years, to the year 2000.

The lead-time for funding and planning academic facilities, even taking into account fast-track and construction management, is still five to seven years. What this means is a slowing in building projects toward the end of the 1970's (and, in fact, the National Center for Educational Statistics, while it projected $33.5 million in buildings for the next ten years, points out that there will be a steady decline in the annual dollar amount of college building beginning around 1975).

Obviously, these are not all the trends that one can discover and discuss. They are, however, some of the more significant changes likely to affect the character of our institutions and the way that we plan and build.

C. A RESPONSE TO CHANGE: A FLEXIBLE CAMPUS DEVELOPMENT SYSTEM

Lawrence Lackey

Factors Generating Change

The rate of change in virtually all aspects of campus development has invalidated, in large degree, the traditional long-range campus plan. This is perhaps not universally true--there may be some stable, slow-growth situations--but, by and large, indications are that increasing demands for higher education will not be arrested even though the present economic strictures have affected current programs for additional facilities. In addition, the ferment in the teaching-learning process will undoubtedly generate more change--which will, in turn, affect the facilities required by institutions. Thus the prospect is heavily weighted toward change at an increasing rate.

The notion of ad hoc individual buildings represented in a theoretical form as to size and ground coverage, functionally located in relation to other structures, carefully sited and landscaped to create appropriate and pleasing external environment is no longer flexible enough. The same amenities must be achieved, but within an integrated campus development structure or system that is more responsive to change and requires much less fixed commitment to a long-term physical plan.

Among the principal Factors generating Change are: "Changing education programs, processes, and facility needs," "The need for flexible interior space served by flexible utility systems," "The rapid obsolescence of building subsystems," "Changing building construction technology," "Uncertain, changing sources of funding," "Time lag in the program, planning process versus cost escalation."

There are observable Responses to these Factors of Change--some positive, some negative: "Flexible, 'systems' buildings, 'interstitial space,'" "A flexible campus development system," "Fast track planning and construction," "Subsystems performance design and bid aggregation," "Management contracting," "Specific planning and administrative processes," "More ad hocracy," and "Future shock."

The subject of my discussion today is the concept of a flexible campus development structure or site system. I shall describe it in the context of its application to the University of Alaska system of higher education.

The University of Alaska

The University of Alaska comprises: the campus at Fairbanks, now 3,000 students plus extensive research and advanced study facilities, projected to grow to about 8,000 enrollment; a new university campus at Anchorage which may grow to 15,000 or more enrollment; the Anchorage Community College now 5,000 enrollment, to grow to 10,000 at which point other community colleges will be established in the area; regional centers which administrate upper division and graduate instruction given in the community colleges; existing small community colleges in Juneau and Ketchikan; and new community colleges units at Kenai, Kodiak, Matanuska Valley, Sitka, Nome and other localities in the future.

All the community colleges anticipate growth at rates not clearly predictable, to magnitudes roughly three to five times the initial phase of approximately 10,000 gross square feet of building and as many automobiles. Thus there is wide diversity as to size and kind among the units, but it is desirable that there be reasonable consistency as to type and quality of facilities for each. In some instances sites are unknown.

The Site System

Development planning embraces all aspects of philosophy, objectives, programs, personnel, facilities, and finances. The emphasis here is on Facilities, and the principal inputs to the development concept are the Site Data Base and the Program Data Base which are then defined and related to the development plan in terms of the Site System.

The Site System is a concept of unit development over time that provides a Framework which facility growth Infills. The framework is a Fixed base while the infill is a Flexible response to changing unit needs. The system offers the continuity and flexibility needed to plan for Changes: changes in Users, kinds numbers; changes in Services, for users, maintenance, new technology; changes in Equipment, for users, maintenance, new technology; changes in Environment, to accommodate growth, preserve the amenities; and the Ultimate Change, obsolescence, removal, and replacement with new space.

The Site System, in its current stage of development to apply to the aforementioned needs of the University of Alaska system, has two basic components: Spines, which are the fixed framework for growth, and Zones comprising building space, open space, and other uses which infill the framework and are served by it.

Zones provide open space and building space. The latter category implies, to the maximum degree feasible and appropriate, modular, flexible space designed to meet the program needs of a given range of compatible uses, and served by flexible utility and service systems.

The sophistication of the space and systems design depends upon the range of activities to be served and the degree of flexibility required, the relative cost-benefits, and related factors. In a large complex, a medical education-health care-research group for instance, the functional groupings of related activities may generate several kinds of modular space. These can be related to a spine structure allowing integrated, incremental development in various sectors of the complex, on different time schedules, toward an ultimate development embracing existing and future facilities.

Spines are conceived as designated, multi-level "rights-of-way" to accommodate people movement, the utility systems and the other service elements such as stairways, shafts, toilets, janitor and apparatus closets, and related fixed uses that are necessary to serve the flexible "usable" building space but should not intrude into it. Here also, the range and combination of systems and fixed elements appropriate to a given situation will depend upon the sophistication of the flexible space to be served.

The End Result Process

To summarize, the objectives of the site system are: to accommodate change by creating flexible space supported by a defined framework; to encourage change required by new programs, teaching-learning methods; and to provide a common language for Users and Planners in describing needs, programming and planning of facilities, facility evaluation and feedback, in order to achieve a better fit among programs and facilities.

The end result is a Process rather than a Plan. It allows the institution to minimize and confine its long-term Fixed planning commitment to a spine structure while maximizing its ability to respond to Change over time with increments of flexible space served by that structure.

D. CAMPUS ENVIRONS AND THE COMMUNITY: A STUDY OF DEVELOPMENT AND PLANNING FOR THE UNIVERSITY OF CALIFORNIA

Paul H. Sedway

Campus Environs

Our survey and analysis of the environs of the nine campuses of the University of California was undertaken to provide necessary documentation for later efforts to develop approaches, techniques, and standards to improve development and to improve the contacts between the campus and the surrounding communities. Clearly our major findings related to the kinds of friction which were existing and emerging, and the institutional settings available for adequate response.

In order to take account of both the similarities and the differences of the nine campuses and their environs, and at the same time provide a "shorthand" concept for overall comparison, we at the outset categorized the campuses into three groups, which fell conveniently into sets of three campuses in each group. These categorizations were: "mature campuses, "transitional" campuses, and "new" campuses.

The classification was based generally on the factors of size and stage of growth of each of the campuses. In addition, and partly as an elaboration of this classification, consideration also was given to the extent of urbanization of the surrounding community, the number of significant development participants, and the reciprocal impact of development investments made on- and off-campus. The analysis based on these factors and the results of our survey suggested the following classifications:

The "mature" campuses are Berkeley, Los Angeles, and San Francisco. These campuses have either reached or are immediately approaching their ultimate enrollment ceiling. The three "transitional" campuses are Davis, Riverside, and Santa Barbara. These campuses are evolving from smaller, specialized institutions into complete university campuses. The "new" campuses are Irvine, San Diego, and Santa Cruz. Opened only within the last six years, these campuses did not evolve from existing institutions as the others have done.

In general, we hypothesized at the outset that the environs of the university campus should be primarily a service area to the campus, particularly for the "new" and "transitional" campuses not yet past some crucial stage of development, and should remain consistent, or at least compatible, with the campus in terms of functional relationships, visual impact, activities, circulation, and urban design.

Working Goals

Working goals for the environs were described in the light of the hypothesized desired future quality of the campus and its environs. More specifically we believed the environs should:

1. Serve to sustain the campus in terms of providing an adequate amount and range of housing types and prices, commercial support facilities, civic support facilities and employment opportunities for university-related groups, especially students, who either wish to or must reside near the campus.

2. Permit and encourage use of alternative and complementary modes of transportation, including walking and bicycling (automobile commuting should not be a necessity within the limits of special conditions found on certain of the campuses, and the interrelationships of campus and community).

3. Permit land ownership and parcellation patterns to reflect the on-going accommodation of changing university-generated needs, whether the lands be developed by the private sector, the public sector (including the university itself) or some combination of these.

4. Encourage and guide the development of a mutually compatible campus and university community through planning and regulatory policies and procedures.

Although no close and precise correlations could be established on the basis of these hypothesized goals, existing and potential issues suggested the kinds of problems prevailing under each group of campuses.

The "mature" group of campuses was found to have the kind of serious problems faced by most large institutions in built-up areas, i.e., problems associated with the advanced stage of urbanization of the surround-communities. These include competition for close in-space, the lack of available land at reasonable cost, traffic congestion and lack of parking facilities, fragmented and small parcellation patterns of land ownership. Here, the expanding roles on both the campus and in the broader community had generated forces converging on the environs, whose own original role had changed or taken on attributes deemed outmoded or otherwise undesirable.

The problems of the "transitional" campuses are predominantly those of lack of basic services and facilities and the potential consequences of major alterations in the physical context of the environs. In a sense, these campuses had more latitude than the mature campuses to determine their major form and direction for development. However, these also had begun to experience initial conflicts with the surrounding community. As they closed in on each other, and several of them are closing in very immediately, certain "misfits" were emerging, raising questions on the proper use, location, and density of development of surrounding lands and existing facilities or services in relation to general campus needs. Preemption or under use of land, regulatory restrictions, and physical visual forms which might have been compatible with campus needs or were otherwise innocuous at an earlier date, now constituted a potential threat and a subject for early reevaluation.

The "new" campuses enjoyed a relative lack of serious development issues compared to the other campuses. They might thus be typified as "open" as well as new, in view not only of their early phase of institutional development of urbanization, but also of the range of options that the phase "open" implies. Among their environs issues were lack of, or deficiencies in, housing and basic facilities, such as public transportation, nuisance factors like airport noise, on two of the campuses, environmental controversies which are increasingly significant in several of the campus environs, and the proper use of management of available open land in relation to campus needs. One pressing issue in the new campuses, particularly where major alternative directions for future growth were being considered, was the need for a suitable institutional framework within which the major generators of growth could cooperate.

Capability to Deal With Issues

Considerations of the existing environs conditions and issues cast no precise light on the capabilities of the agencies involved to deal with these issues. The institutional framework in which they occurred, however,

was of vital importance in effectively coping with environs problems in the future, as well as implicitly giving shape to their present forms. Indeed, this institutional relationship assumes the character of a pressing issue in each of the nine campuses.

From the viewpoint of the University system as a whole, institutional relationships between the campuses and the local jurisdictions concerned have developed in an uneven fashion, and contacts between them have been comparatively and surprisingly sporadic. Three types of responses, with no immediate correlation with the "age" of the campus, were observed: one was a formal liaison with the involved jurisdictions, second was an informal liaison, the third was the involvement of campus officials in local agencies.

The absence of formal liaison mechanisms in the majority of campuses did indicate an institutional gap between major development participants--a gap which was filled only informally, incidentally, or typically in an ad hoc fashion to respond to emerging issues. In some instances, there was detected a reluctance or lack of organizational readiness to place relationships on a firmer footing.

The second response--that of informal, indirect, and ad hoc liaison arrangements--did not and does not appear to be adequate to the tasks facing the campuses, in relation to their environs. Although they do serve as interim "functional substitutes" for dealing with environs problems and other campus-community issues, they clearly supply no assurance of effective continuing cooperation.

A third method of cooperation was the occasional active involvement of high University officials as community decision makers. We noted one instance where the campus planner was on the local planning commission, another where the vice chancellor served as a member of a formal liaison mechanism, a third, the campus chancellor served as the chairman of the local urban Coalition, and so forth. Although they did serve as interim substitutes for dealing with some of the environs issues, they did not seem to fill the bill to provide connection between those planners who were making the key decisions.

Divergence of Interests

Our survey suggests there may be a real divergence of interests or actual conflicts of purposes. But these were traceable to other than structural factors. Interagency liaison is flawed by occasional negative public attitudes and policy postures which, varying over time in a relation to specific issues, constituted a consistent outlook regarding the campus.

This de facto policy orientation, for example, does inhibit a local agency or government from active involvement in developing solutions or programs for campus-generated needs, despite an apparent capability to do so.

Several justifications on the part of the local governments for remaining aloof from more direct connections were discernible: first, some contended market forces were sufficient to handle these problems, and the public role should be viewed as only a minor aid in this process. Secondly, the political, financial, organizational, or personal constraints prevented the local agency from having an effective control over the environs area and dealing on a sustained basis with their environs counterparts. Thirdly, there was simply no interest or concern, or perhaps there was a seeming absence of a practical opportunity for engagement.

The major conclusion that can be drawn, is that there has been no common method for interagency liaison in the nine University of California campuses. In view of the fact that these campuses do in other regards maintain such close coordination, this was indeed surprising to us.

The absence of these formal frameworks do entail serious opportunity costs. Lack of continuing communication between the campus and the community breeds suspicion and, in some cases, outright distrust. Another factor related to policy making and implementation--where no forum exists for their consideration--was that it was difficult for conflicting policy positions of the parties concerned, including planning policies, to be known and reconciled early, or to discover opportunities for their cooperation.

In sum, formal commitment of University and community resources, including institutional ones, is necessary to confront the causes as well as the emergencies of environs issues and problems. It has not previously been forthcoming, but our study is encouraging evidence that this is changing, and that at least the central University administration is aware of the problem. Moreover, I think that with the recent limitation of development of actual construction at the University, it is getting a breathing spell to deal directly with this problem and perhaps to place more emphasis on it in the near future.

Zoning and Planning

In regard to zoning, the cities' and counties' zoning ordinances which regulate the use of land in the campus environs have generally relied on standard zoning provisions to deal with very specialized problems. In only two cases out of the nine campuses were special University-related zones formulated; in only four cases were there special references to student parking, and in only one was there special reference to student housing occupancy standards.

To date, none of the zoning ordinances have been consciously revised to include more innovative University-related regulations. Only minor modifications to the existing ordinances have been made. This is the subject of our third study, presently under way, to present to the jurisdictions some models for new kinds of regulatory approaches.

The environs plans and policies were divided into two broad groups: (1) plans which related directly to the University and its environs; and (2) overall policies and plans of the primary environs jurisdictions. With reference to the former, all nine campuses have long-range physical development plans--all being adopted between 1962 and 1964 with four having been revised since then. University-community environs plans were also prepared for four campuses with a fifth in preparation, jointly with the community; but typically these joint planning efforts have stopped abruptly short of joint implementing efforts.

Major Conclusion

The major conclusion of our study was that the development of the environs of the nine campuses has department, in varying ways and degrees, from the University service area ideal postulated at the outset in our study.

Apparently, the service area function of the environs becomes more difficult to sustain as both campus and community grow and undergo transformation. In this process, the divergence of major interests among the institutions and groups concerned is perhaps to be expected and respected. At the same time, the very same process involves a deepening of campus/community interdependence, as the more mature campuses probably realize in their efforts to find room for future growth. Thus, it remains of vital interest to both campus and community to keep the environs viable and to insure that the developments therein are compatible with, if not indeed consistently and purely supportive of, campus needs.

E. THE COMPLEXITIES OF COMMUNICATION

Arthur N. Tuttle

Opportunities and Obligations

In the preface of a recent issue of the Journal of the American Academy of Arts and Sciences, devoted to the embattled university, Steven Braybon notes:

> American colleges and universities have known financial adversity many times in their histories. It might be truthful, he said, that it has been their normal condition. For a brief moment events conspired to change that situation. Now it would appear that normalcy has returned. Private institutions are financially embarrassed, public institutions are financially pressed, the political climate is altered, universities figure on front pages of daily newspapers less for their football exploits than for their disciplinary problems. If American higher education was ever offered an opportunity to explain itself, that opportunity is presented now. To do so, however, when divisions within the academic institutions and in the society are so deep is not going to be easy. It may be the greatest obligation that falls on colleges and universities at this time.

Somehow I think that statement could almost have been read as a preface to this conference. I chose it for several reasons. The tone is essentially optimistic. It reflects many of the ideas that are buzzing through the country. It states that those of us who are interested in the future of higher education have a unique opportunity and an obligation, and it suggests that explanation, or communication, is a part of that solution.

Communication has been defined as a process by which meanings are exchanged between individuals through a common system of symbols. It is said to include all of the procedures by which one mind may affect another. This, of course, involves all the modes of communication, not only written and oral speech, but also music, the graphic arts, the theater, ballet, in fact almost all of human behavior. Of course I am primarily concerned with the kinds of communication that takes place within a large university and between the educational institution and its various publics.

This communication occurs by means of written, graphic and oral transmissions in a variety of settings. I think we can all agree that communication and persuasion are integral parts of the institutional planning process. They are vital to every aspect of planning and they affect every dimension of every plan and every step in the planning process. Communication is so important to effective planning that it demands thoughtful consideration by every individual who seeks to plan. A planner accomplishes little until he communicates with those persons who will ultimately implement his plans. It is virtually impossible, as all of you know, to develop feasible plans without extensive prior communication.

The Planning Process

I expect that you will also accept that the planning process involves a series of steps generally as follows: (1) identify the need to develop, revise or modify an institutional plan; (2) prepare a statement of the objectives of the plan to be prepared; (3) prepare a general outline of the nature and scope of the plan and the means required to develop the plan; (4) obtain approval of the proposal; (5) organize the planning staff and assign the responsibilities; (6) develop the specific outline of the plan; (7) establish contacts with all groups and individuals involved in preparing the plan; (8) select the necessary data; (9) analyze and develop the alternatives; (10) prepare tentative conclusions and plans; (11) circulate proposed plans for review and comment; (12) review the final plan with key staff people and selective decision makers; (13) obtain the formal approval of the plan; (14) implement the plan; and (15) review or evaluate the results of the plan.

I went through this long sequence because I think it suggests that each of these steps invites, indeed requires, some form of communication and each provides an opportunity to identify, to further develop and to accomplish the objectives and goals of the institution.

Improving Communications

We might pose the question: "What can be done by the planning group in a large university to improve communications"? First, the planning group can become conscious of the nature of the communication problem. One of the first steps should be toward the establishment of a plan for communication. Such a step minimizes future communication problems which result in non-productive effort and the failure to achieve the desired goals. Administrative leaders as well, should be highly conscious of the need for communication to and from the planning group and to those involved in the planning process.

I want to use my experience at the University of Oklahoma as a reference point for some comments that relate to the kinds of groups that are involved and to demonstrate two techniques for improving communications and helping insure that the planning process is effective at each one of the stages. In reviewing those groups that we communicate with routinely in the University of Oklahoma, I found that there were nine basic internal groups and within the nine basic groups there are many subgroups. I won't try to identify all the subgroups, but let me identify some of those that are the basic groups: our regents, our president and his staff, the vice president, who is responsible for the Medical Center, and his administrative and planning groups, the deans of the various

schools that are in the Medical Center; the departmental chairmen, the director of the hospital; a number of administrative people who are responsible, among other things, for physical planning; student groups who have formal representation on our planning groups; and our alumni, and I treat them as one of our internal communications groups.

In the University of Oklahoma Medical Center, we have, at the present time, approximately a 26-acre block of land. We are in the process of acquiring, with the Oklahoma City Urban Renewal Authority and with the help of the City Planning Commission, approximately 175 acres over a period of time. At any rate, to carry this a step further, I identified eight major external groups that we need to involve in our planning process. Part of the group having a very direct bearing on what we do and how we go about it. This goes all the way from tacit agreement to direct involvement in providing facilities which we do not have to fund ourselves, but are vital to the further development of the Medical Center. These groups, and many of them have been discussed in other situations during the conference, include state legislators, the state board of regents, the Capital Medical Center Planning Commission, nine separate city agencies, a group of seven state agencies, two federal agencies, and a group of private agencies that either have their own objectives or work very directly for the future of the Oklahoma University Medical Center. These include the Oklahoma Health Sciences Foundation, the Oklahoma City Chamber of Commerce and a number of other public and civic groups.

There are two techniques for communication which we found are most effective and we think probably have application elsewhere. One relates to internal communication (other than our formal chain of command within the University), and the other is a technique for coordination among the various external groups.

Planning Retreats

The illustration that I want to use in the first instance involves what we refer to as planning retreats. These planning retreats are sponsored by the Executive Vice President of the Medical Center and are organized under his aegis. They involve students, faculty, administrators, selective state regents for higher education, invited legislators, selected community leaders and, in many instances, they involve consultants who have roles in the planning retreat.

The format of the planning retreat is as follows: major topic areas are identified, prior to the retreat, by the staff of the Vice President's Office. Position papers are prepared on items that are agenda items and the consultants are invited to review the position papers and to comment on them before they are prepared in final form. The position

papers are then circulated to all the people who are invited to the planning retreat, including the legislators and our regents. At the retreats formal responses are presented by the consultants to the position papers of the administration. Topics are both quite general in terms of reviewing long-term goals of the Medical Center and quite specific in some instances relating to specific programs or to short-term modifications to existing programs.

At a recent retreat, devoted to future objectives of the Medical Center, Dr. Ed Pelegrino, was a consultant and was asked to speak broadly on his views of modifications and changes that are taking place in health sciences education nationally. The chairman of the regents committee on the Health Sciences Center was one of the people who spoke reflecting her views of what the citizens of the state are saying, reflecting a particular viewpoint. A State Senator made an address explaining that he, as a legislator, feels are the major problems in the health sciences, and his views about the adequacy of the existing programs in the Medical Center. This precipitated a very healthy exchange between the faculty and the Senator, in that it revealed, as some comments during this conference have revealed, that there are some significant gulfs between the expectations of the people who are voting bond issues and those who are modifying and developing programs in the Medical Center.

The retreat I referred to had about 250 people attending. Those 250 people were subdivided after the formal papers into discussion groups. These discussion groups took major topics revealed during the morning or prior to the morning's discussion and reviewed them in depth. In each case, the discussion groups were about 25-30 people in number and they were given specific assignments (usually a general assignment and a more specific assignment) that were within the expertise of the particular group that had the assignment.

Following the retreat, summaries are prepared of all the major position papers. There are also summaries of the discussion groups.

As a planner, I think this kind of activity is particularly rewarding since you are exposed to such a large number of views. At any rate, this is a very fruitful communication medium, particularly when the papers are summarized and the people are given, as a basis for the next planning retreat, the results of the proceedings efforts.

Coordination of Physical Planning Agencies

The second technique that I want to talk about involves the coordination of the physical planning agencies that are concerned with the development, generally speaking in its physical sense, of the Oklahoma University

Medical Center. The Chamber of Commerce, with some urging by the Oklahoma Health Sciences Foundation, organized what is called the task force. The task force is simply a group of people who all represent major decision-making groups. Examples are the State Highway Commission, the City Planning Commission, the Urban Renewal Authority, the Oklahoma Transportation and Parking Authority (which is funding all of the parking facilities to be developed for 10,000 automobile spaces in the Center) and the University of Oklahoma.

This task force meets whenever there is a sufficient number of agenda items, to assume the required coordination. These are the sessions where the technical guys get together and reconcile their differences and try to come up with a course of action which they can take back to their various agencies and recommend to commissions and boards and various groups.

XII. PLANNING FOR THE HEALTH SCIENCES

A. PLANNING FOR HEALTH SCIENCES EDUCATION IN TODAY'S ENVIRONMENT

Lawrence M. Klainer

The Horns of a Dilemma

It is clear that our schools of health professions education, and particularly our schools of medicine are on the horns of a dilemma. On one hand the public (and its duly elected representatives in the state and federal legislatures) are calling for increased output or production of health professionals; on the other, they are asking why it costs so much to educate a physician. Furthermore, they are becoming increasingly concerned about the seemingly endless demand for new or replacement facilities.

Not too long ago it was not too much of a problem to obtain the resources to build new laboratories, add new hospital beds, and enlarge educational facilities. But today we see more and more indication that those responsible for appropriating funds for these facilities are asking questions which were never posed before.

Although this has made it increasingly difficult for planners to move projects along as they have in the past (and we are all aware of drastic reductions in staff size which you have had to undergo) I believe that the changes which are occurring provide unique opportunities for those in college and university planning offices. In fact, I can think of no other office within the university which is in such a key position to assume leadership in the next few years. The thought I wish to leave with you, then, is that of the importance of your role as a major force in the planning of health facilities during the next decade.

The Planning Area

There are two predominant trends which will characterize health sciences education in the 1970's. They are (1) increasing public funding at the federal and state level and (2) increasing accountability. Already we have a vast network of state-supported schools and it is becoming increasingly apparent that even private schools are looking for state support. Florida, Pennsylvania and Ohio are examples of states which are now helping both public and private medical schools meet annual operating expenses. This support is, by and large, taking the form of capitation payments--a specific amount per student enrolled, or graduated, or some such formula.

Federal capitation will be with us momentarily as soon as the House-Senate Conference Committee agrees on the level of support, and the provisions under which it will be granted. Questions include: Will an increase in class size be required? Will each school have to determine its cost per student graduated? Will state plans for education encompassing both public and private schools--analagous perhaps to plans required under Comprehensive Health Planning Legislation--be mandated?

Whatever is deemed necessary as part of the "provisions" one can be sure that there is no such thing as federal or state monies with "no strings attached."

A recent report by the Senate Health Subcommittee directs the Secretary of HEW to request the National Academy of Sciences to undertake a study of the costs of medical education. This is on top of an ongoing study--yet to be completed--by the Association of American Medical Colleges and also sponsored by the Department of Health, Education, and Welfare. Clearly, the cost of educating the medical student is going to receive greater and greater public scrutiny.

At the state level legislatures are also paying increasing attention to costs and outputs. Thus a more rigorous review of requests is being undertaken both for operating and facility budgets. For, over the past few years, it has become clear that there are at least three major deficiencies in the planning and projections for health professions education:

Planning Deficiencies

Firstly, there is little, if any, reliable information on the cost of educating a class of, for example, medical students and almost no information as to incremental cost--does it really cost any more to graduate one more student (or, as one state legislature recently inquired in a beginning attempt to comprehend this area, how many hospital beds are really required for each medical student?)

Secondly, there has been a somewhat breathless attitude toward ever-increasing growth in educating health professionals. Few have stopped to ask whether "more" meant "better" and even fewer have wondered whether qualitative and quantitative changes could be achieved without doubling or tripling of facilities. Over the past few years we have begun to realize that resources are limited, but have not really had any plan for coping with this reality.

Thirdly, there has been little, if any, coordinated planning for health professions education as a system which produces a physician, dentists, nurses, etc., patient care, and research--rather, the planning has centered at each school, and at each school on the specific project which has managed to work its way through seven to ten years of political intrigue and academic turnover.

What we have witnessed is a discoordinated development of individual facilities which, in our rush toward ever increasing growth, have not alleviated the problems they were supposed to meet. Thus, we begin to have requests for more coherent planning--the University of California ten-year plan, for example, and the report of the Illinois Commission under which at least one new school in that State is being developed. It is important to note that these reports were initiated by the Legislatures of the respective states and call for a comprehensive look at an educational system--not at one school, or one facility within that school.

Greater Accountability

This brief discussion of planning deficiencies--the lack of adequate cost information, the attitude that growth could continue forever unabated, and the planning for individual facilities not as part of a total education system--is intended to stress my belief that increased public support in the form of direct federal and particularly state monies for health professions education facilities will go hand-in-hand with greater accountability. This accountability will in one very important area be a requirement for much more complete justification for new facilities, both in terms of its immediate function, and also the way in which it fits into the overall plan for education at both your own college and university and the broader system of which you are a part.

It is in this area which college and university planning offices have the opportunity to take a leading role. Because, without in any way being critical, it is my impression that in regard to health facilities, the planning office has served as a focal point for information acquisition and display, but not as the office which has helped determine priorities, set guidelines, and make judgments as to the appropriateness of the contemplated facility.

B. EDUCATIONAL PROCESS MODELS FOR UNIVERSITY PLANNING IN THE HEALTH SCIENCES

George R. Murray

Audiences in the Planning Process

Planning for education in the health sciences has three audiences each with a different perspective, a different language, and a very different set of goals and interests. These three audiences are:

1. The principals--the faculty, students and patients of the health professional schools.

2. The community--those who surround the schools of health professions, including other university departments and neighboring institutions who, to some degree, share a common budget and destiny.

3. The sponsors--the public and private agencies responsible for promoting certain social ends with limited resources.

These audiences have, of course, always existed. Though they are not new, the nature and range of questions they ask are new.

Changes in Health Sciences Planning

Faculty and student involvement in planning has changed dramatically. Ten years ago there were very few questions about what should be taught and how. Faculty could articulate their needs clearly, and, for the most part, resources were available to meet those needs. None of this is true today. Educational goals are less clear today. Questions are being raised about what types of students to train, as well as about what educational methodology to use. Responsibility for patient care is assuming significance, but it is unclear just who will bear the cost of this added responsibility. At the same time, the students' attitudes have moved a great distance on a number of issues, for example, on the question of what is a "fair wage."

For years, the medical school has been semi-autonomous, as well it could when separately endowed and financially self-sufficient. This is hardly true today. The other groups whose interests intersect with the health professional schools have increased in number, in closeness of contact, and in concern. There is competition for funds and resources within the university and for patients and support services outside the university.

The funding of health sciences education has changed considerably over recent years and fiscal support continues in a state of flux. It is evident that society's interest in support of health sciences education is being rerouted through new channels. The change from private sponsorship became clear several decades ago. Today government sponsorship is taking new forms, and is moving more toward direct program responsibility. The result is a much greater interest in measures of cost effectiveness.

Role of the Planner

The role of the university planner in bridging these three worlds has become considerably more complex. He must engage in dialogue that rests upon a much deeper understanding of the educational process, the resources it employs, and the products that it generates. Further, he must be able to translate among the audiences--to assist the faculty to explain their goals and educational methods in terms meaningful to the various interested parties and to interpret resource constraints in a realistic, practical fashion. In short, he must explain and justify the requirements that derive from changes in program size, direction, and content and use this as a base in negotiation for resources.

My own involvement in planning over the past four years has been to provide the planner with tools that make such interactions fruitful. My aim has been more than to "enable" planning to occur. Rather, it is to develop an environment for creativity--to provide a planning tool that stimulates the consideration of options and discussion of relative merit. Properly used, these tools assist the planner to achieve a feasible and desirable plan through a series of trials--each of which is an improvement reached through consideration of the merits and inadequacies of earlier alternatives.

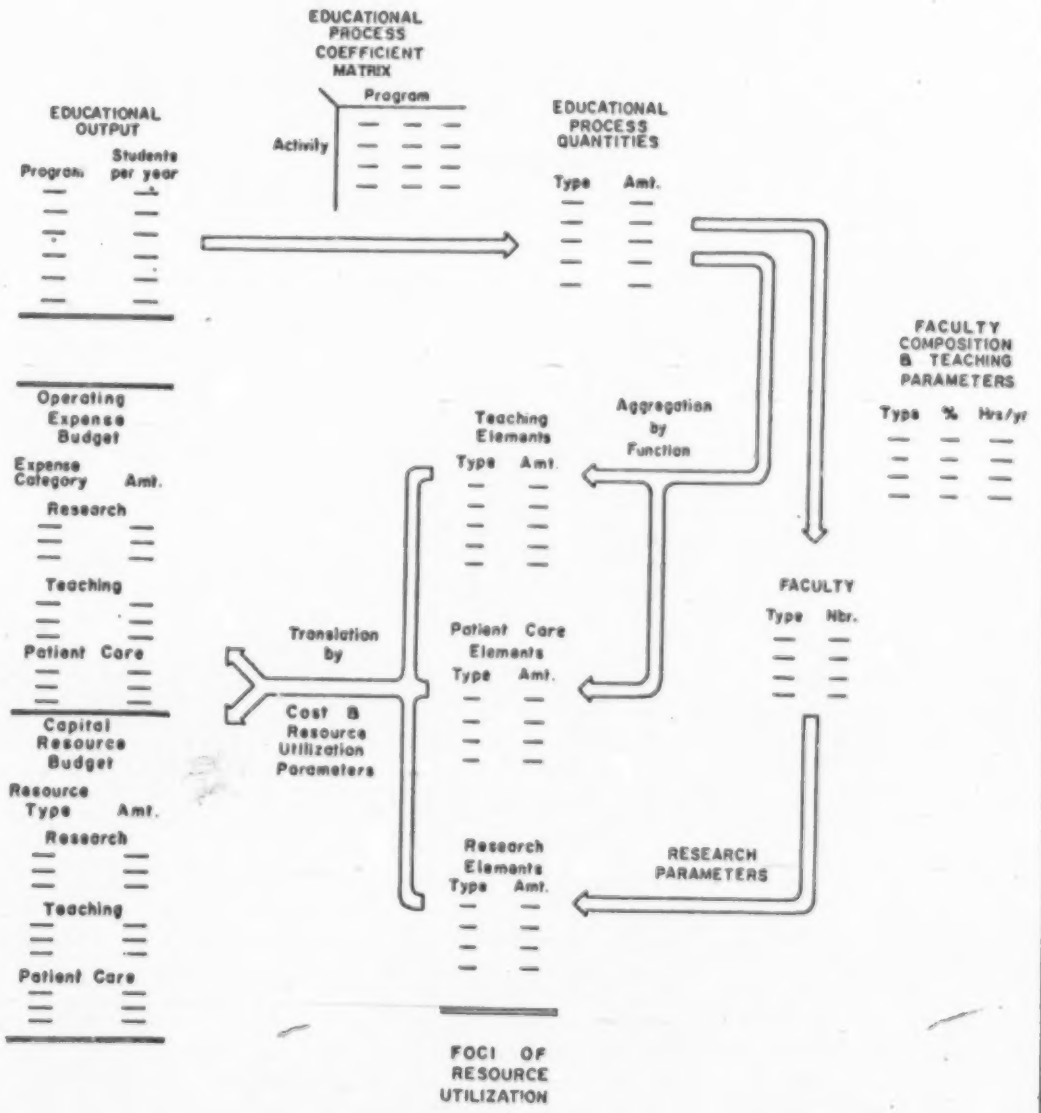
Models of the Educational Process

The tools of which I speak are models of the educational/patient care system. They initiate the working of the real life system, and enable the planner to explore the consequences of a trial solution before commiting himself to this choice.

Figure 1 is a schematic flow chart that illustrates one such model that we have found useful--the educational process model. This model begins with a statement of the size of the educational programs to be encompassed in the plans; it proceeds through a series of steps to develop an operating budget and a capital facilities budget.

Figure 1

SCHEMATIC FLOW CHART OF EDUCATIONAL PROCESS MODEL



The educational programs within a medical center and its affiliated institutions are each accomplished by a distinctive process that brings together an appropriate set of didactic, laboratory and clinical experiences. The process through which each educational program is accomplished is distinctive in that it differs from the process employed for the corresponding program at other institutions. The unique character of the educational institution results from the way in which it intertwines its educational programs and relates these programs to the patient care, research and community service activities of the medical center in which they are embraced.

The educational process model captures the uniqueness of the educational institution by delineating the educational process employed in each program. This process description clearly states the content of each program, displays the relation of one program to another through joint participation in activities, tests the internal consistency of the programs, and derives the resource requirements--personnel, patients, services, and facilities--thereof.

The educational coefficient matrix summarizes the content of each program in terms of the component educational activities. Matrix multiplication of program size and educational coefficients results in a tabulation of the activities associated with the combined educational programs.

The educational process quantities form the basis for the next stage of program definition. This is accomplished by defining the major parameters of faculty performance: teaching hours and research activities.

A final step in the educational process model translates the component activities into a requirement for capital facilities and an operating expense budget.

The importance of models, such as the one just described, is in terms of the assistance that such outputs can provide in the search for viable and acceptable plans. This is illustrated below by three ways the model may be focused to deal with different aspects of planning for medical school growth and development.

Problem Focus

It may be evident that one or more problems are paramount. For example, if the M. D. degree program is to be expanded, it may be quite clear that the avilability of inpatient beds is key.

The question posed is essentially one, but it may have several facets, such as: What operations changes will allow the greatest utilization of existing inpatient resources? To what extent can the M. D. degree program be expanded utilizing the inpatient resources currently available? If the M. D. degree program is to increase by X percent, what is the minimum increment of inpatient resources required?

The problem focus is feasible when important issues have been identified. The model is used to develop alternative approaches and to show in operational terms what must be done to achieve specified ends.

Parametric Focus

Interest may revolve on somewhat more general questions, with less certainty of what kinds of operational changes are desirable. For example, it may not be clear whether an increase in the M. D. degree program should be accompanied by an increase in the intern and resident program within the medical school, and, if so, to what extent.

In a case such as this, the model can be used in a parametric study to explore the consequences of changing the medical school intern and resident program to a variety of sizes in response to each possible expansion of the M. D. degree program. A parametric study of this type shows the consequences of possible approaches to program change.

Program Statement Focus

Ultimately, it may be desirable to set down a proposed program of change. This generally will involve not a sudden change, but a time sequence of small changes over a period of years. These changes are keyed with building time schedules, faculty expansion programs, service facility expansion, etc. The detailing of a time-phased program in this way is simple in concept but an enormous undertaking in its mechanics of execution. The educational process model is an ideal tool for this purpose. Its accounting of all activities and resource requirements reduces this task to practical proportions, and provides a guarantee that the proposed program is internally consistent and executable.

The educational process model admits the three modes of use described above, and is unique at the present time in its ability to execute such studies with dispatch at any level of detail appropriate to the task.

It is but one example of the use of modeling to assist the planner in developing a project through fruitful dialogue with the three major constituencies seeking an active role in the planning process. I believe that this depth of development is practical today, and will be demanded in the coming years.

XIII. DIVERSITY, EFFICIENCY, MOBILITY AND OTHERWISE THINKING

DIVERSITY, EFFICIENCY, MOBILITY AND OTHERWISE THINKING
Kermit C. Parsons

Times of Trouble or Rays of Hope

The predictions and the current information about higher education in California are, in the main, more depressing than elevating. Interestingly enough, these downward trends may be the basis of opportunities. Times of trouble may generate responses that become like rays of hope in our great difficulties. One such ray may be the challenge and opportunity to integrate the various aspects of university planning. Faced with the reality of demands that space utilization be increased, that greater efficiencies and economies be achieved, that budgets be cut, we may be forced to interrelate the work of the physical planner, the fiscal planner and those concerned with academic policies in new and more significant ways. We have talked much about such multi-system institutional planning in the past decade but now the realities of being required to do it are forced upon us.

Some regard a summary such as this--done at the end of the Conference--overly ambitious. I agree. Some regret the notion that we have to wrap the Conference up. I share that view. Some maintain that summaries--the distillation and reordering of ideas and values of various speakers--can be productive. I hope that is true. A friend of mine said recently that many creative acts come from the juxtaposition of two facts or two ideas that haven't been put together before. I will take that privilege with some of the ideas that have been drifting independently around these meetings, trying to put them together in a different way. Perhaps we will get something new from them.

In this conference I have sensed four ideas. The first letters of words that describe them spell DEMO. Depending on your point of view, this may mean democrat, demolition or demonstration. For my purposes, the first letter, "D", of the acronym, DEMO, stands for Diversity. Given the current economic and social strife, some aspects of the enormous diversity of our higher education system may be threatened, while other aspects of this quality may emerge more significantly.

The second letter, "E", stands for ideas that have to do with issues of Efficiency. We have been told that in these times we must be more efficient. This also has something to do with diversity, but I will come back to that. The third letter, "M", stands for Mobility, an

extremely powerful idea in modern society. University planners are concerned generally with spatial and social mobility of the general population, and particularly with the increasing mobility of student populations. That characteristic of our society is also clearly related to the opportunities that grow out of the diversity of our educational system. We seek opportunities to move around, to use the educational system in different ways--to secure what some educational theorists have referred to as "sequential opportunities"--not denying places in the higher education system to those who don't make it the first time.

Finally, the "O" in DEMO stands for "Otherwise thinkers." At Cornell, one generally accepted definition of a faculty member is that he is or should be an "otherwise thinker." Whatever is currently accepted in the literature in the ideas in his field, it is his responsibility to challenge it, to have "otherwise" ideas about what is of interest, what is significant, and what is true about the knowledge of that field. One of the characteristics of higher education planning in recent years is that we have not had enough "otherwise thinkers."

Diversity

First, diversity: A higher educational system has room for a range of types from a "university without walls," such as is being developed by Antioch, to the quality of scientific work and applied technological research that goes on at M. I. T. and California Institute of Technology. This entire spectrum must be maintained--it can't be abandoned, it can't be permitted to become unhealthy.

I believe that such diversity is a critically important characteristic of higher education in a democratic system. It provides for a full range of opportunities for the great diversity of human abilities and interests inherent in our society.

Another kind of diversity in a higher education system which is one in which public and private support are mixed within single organizations. In universities, the "private" has more "public" in it than most kinds of private systems. Public funds flow through the private system; innovative administrators in public higher education institutions are drawing increasing amounts of private funds into the public system.

It was interesting to hear early in the conference that Oregon has "no financial troubles" in its systems while California seems to be headed for the wall. I am sure that those extremes are not really the "way it is," but there is a great variation from state to state in the level of public support--in the level of support by the electorate for higher education expenditures and the creation of higher education opportunities.

A third dimension of diversity is that rich set of opportunities provided by the range of institutions from the two-year college, to technical schools, up through the research institute, and finally the major university with its great diversity of disciplines and research. Within this range there is a difference of subject and approach.

A fourth kind of diversity characterizes the types of location as urban or remote, and the relationships of institutions to these communities. Coming as I do from the isolation of up-state New York, I can appreciate the important functional differences between the setting of an isolated major institution and an urban institution. Each has different kinds of problems, different kinds of opportunities.

Also, some of our universities are nationally rather than locally oriented. Some appear so intent upon their national and international interests that they have neglected their own interests in and involvement with their local communities. At that extreme, one finds need for increased attention to local affairs such as has characterized the University of Pennsylvania and the University of Chicago in the last decade. I think there will be increasing involvement of the national institutions in local affairs in coming years. At the other extreme, one finds community colleges, such as that of Flint, Michigan, very much involved in a great variety of community affairs. More recently a range of new two-year community-oriented institutions have appeared and the student center at one university is also meant to be a community center. There is a tremendous variety in college and university response to community and, as far as I can see, a resultant ability to withstand change and to adapt to change.

What range of institutional response to community might we find in the future? The extreme version of the "campus without walls" probably would be characterized by a student body that is very temporary, that has some of the characteristics of all of the population of the country. That student population might change in mix from year to year and it would find its educational opportunities in the community. It would seek many of the resources available in the community capable of use in educational processes.

Recently we initiated a program at Cornell called Alumni University. If some are moving part of the student learning process out to the community in a vigorous way, we are bringing the alumni back to the campus for education as well. Possibly the ultimate result of these changes will be that the alumni will reoccupy the campus and the students will take their places in the community.

Efficiency

In this conference, there has been much talk of a failure of confidence, a questioning of the integrity ofhigher education, a questioning of its mission--of whether or not it has been oversold and questions of its inefficiency. Californians seem especially pessimistic. I wrote on the edge of my notes on Monday: "Go East, young man."

The talk by Mr. Post was most sobering. We haven't heard anything quite like that in New York State. I think that we are probably going to listen to the Mr. Posts of this world very carefully and we are going to follow their recommendations. His talk was one of the best statements that I have heard about the need for attention to the costs of higher education, the realities of financing, and the realities of declining public revenues. But, that does not mean that we are going to be doing less. The figures that Mr. Knox gave us this morning indicate that there are difficulties reconciling statements about decline in revenues and capital expenditures with the statement that there are going to be enrollment increases of four million over the next decade.

Four million students were added in the decade 1960 to 1970, and another four million will be added in the decade 1970 to 1980. The problem of continued growth and declining capital expenditures must be resolved. Thirty-seven billion dollars were spent on capital facilities in the decade 1960 to 1970 on higher education facilities of all kinds. The projection for the 1970's is $33 billion. When you account for inflation, this is a reduction in expenditures. We will have to be innovative in working out ways of being more efficient about the use of capital resources.

We also will probably be forced to increase utilization of facilities use. We did that in most of our institutions following World War II. Some of you may remember that we made much more extensive use of our facilities. We were forced to. We used lower cost facilities, and I think we did a reasonable job of education during that time. The possibility that we are entering a period when there will be great pressure for efficient use of space should give greater credence to the statement that planners, institutional researchers, and those in related management areas in higher management education have been making: that we can make much better use of our plant.

There is a caveat to that, one which Tom Mason has been pronouncing for years. I didn't hear him say it in this conference, but I think it's still very true. We ought to think about efficiency criteria in relation to the diversity of the system. We should not apply the same utilization criteria to major universities that are applied to community colleges or four-year colleges. Again, this may be a truism but it's worth repeating. One tends

to forget the fact that the university's functions are different, that the scheduling system should not be as tight, and that there probably need to be more choices in the university than in the two-year colleges. The stress on greater efficiency may not be appropriate in some areas of higher education.

Mobility

Increasing mobility of students and faculty will be characteristic of the coming system of higher education. Several years ago an article published in a student magazine at the University of Pennsylvania included a futurist scenario in which two parents on a cross-country flight in the latest transcontinental rocket were dicussing the activities of their children. One father said to the other, "What's your boy doing these days"? The other father replied, "He's in higher education." The first father said, "That's very interesting. My daughter is in higher education now, too." As the conversation went on it became quite apparent that higher education was not a place; that higher education consisted of being in Buenos Aires to study South American economic development one term, and the next month being at a seminar in Switzerland to study banking systems and international monetary policy. In this science fiction piece, higher education was entirely made up by the transmission of knowledge wherever it was in the world by whatever media were available. If it meant going to a distant place to be with people who had knowledge to impart, that was done. If it meant listening to tapes or if it meant using a library somewhere that had a remarkable collection, that was done. Higher education was a pervasive characteristic of this future life. It was everywhere, and students traveled to use it.

This futurist construction is related to Mel Webber's notion of "non-place" urban realm. Many of you live in it when you travel a great deal. Consultants do a great deal of traveling: they live in the world of higher education planning, or in the world of architecture, or in the world of education administration. Some of you are not really totally rooted in any one place. Your activities are diffused in space but focused in subject. This mobile quality of modern life, which is an experience limited to very few people, will spread, and one will find, I suppose, ultimately that students will become much more mobile.

Naphtali Knox suggested to me that one of the areas of the higher education system that we don't know much about is the flow of students, faculty and others in the larger system. A study done at the University of Washington a few years ago revealed flows of students from the junior colleges to the four-year colleges, and reverse flows from the four-year to two-year colleges. How many students were transferring each year, what their characteristics were, what fields they were choosing, how many

were dropping out, how many were returning to the institution were some factors studied within this one state system. If one looked at national higher education as a system and measured the various flows, what caused them, where there were surpluses, etc., one might find some important opportunities for meeting new needs or for taking advantage of diseconomies that result from a lack of knowledge. We need to know much more about system migration. Mobility among older members of our population will increase. More people will return to the campus for general educational activities and specialized training late in life. As a consequence, campus utilization will increase. If you want to take a businesslike approach to higher education (we are in the business of providing educational services) we shouldn't limit our concept of demand to the "college-age" group. Increasingly many will want to take advantage of occupational mobility--the cure for occupational obsolescence.

Otherwiseness

Another idea that seemed to weave its way through much of the talk at this conference--about where we will be in the 1980's--had to do with "otherwiseness." This is the ability to take the other point of view--to disagree, to argue about both where we are going and how we should get there. There are many very old concepts about the institutional planning process. I have heard some of them at these meetings. My more up-to-date friends have discounted many of them. There is, for example, the old concept that the way one does planning is to first decide what the objectives are, and then after you have figured out what the objectives are, to spin-out three or four alternative means of getting there. Having invented alternative means, one develops some criteria to choose among them, selects one of the means and implements it. This is a very old fashioned notion, one which many subscribe to, but few practice.

By contrast, planners function in a problem-solving profession. We deal, or try to deal, with the most significant problems of the system we are planning. We begin our search for solutions there, not with thinking about objectives. That is not to say we don't think about objectives, or that we don't need to think about objectives. I am only pointing out that effective planning processes are not linear. In the process of solving problems we get people's attention. They will tell us what their objectives are, and perhaps what they conceive as answers. I am suggesting here a different theory of planning. It is embodied by Waterson, an economist who has looked at the problems of planning for economic development. He has come to the conclusion that that old linear model is nonsense. The real world system doesn't function that way. If planners try to make it function that way, it will simply ignore him. While he is insisting that everyone decide what the objectives of an organization should be, someone else is rapidly moving towards some objectives.

In such "otherwise" or pluralistic views of the modern university and its constituencies, the issue that has received the most recent attention is the conflict between the university and its communities. Many panels dealt with questions of the university and its urban social setting. One of the most dramatic confrontations of university and neighboring community in the last decade took place at Temple University in 1970. In all of the discussions I have heard of the problem of displacement which occurs when the University expands into a low income residential area, Jim Williams' statement on the issue is one of the best. He said he wasn't opposed to growth and change, to expansion of the university, but he was opposed to decisions in which the people who were displaced and disadvantaged by that change would not be generously compensated. Although he didn't do it, I would underline "generously compensated." Our recent relocation practices are more just than they were in the past. But this would be a dramatic change. People who don't receive benefits from higher education are often adversely affected by its growth. Other examples may be more subtle, but the general notion is that we ought to look for secondary effects within our various communities. This issue and a wise policy were raised correctly and strongly by Mr. Williams.

An important characteristic of the "otherwiseness," at Temple was that the contact between the University officials, faculty and students and residents of the community, who were not part of the University group, took the form of labor negotiation and finally had to be arbitrated. A new university president recently pointed out that many of the new presidents are people who have been involved in some way in labor negotiations. They have abilities and experience for negotitions with the community, the faculty, and student groups. We are probably more relaxed about resolving such conflicts than we have been in the past. The degree of university involvement with a wide range of constituencies is going to increase. In the 1970's and 1980's, I think we will find more arguments, more need for new and expanded institutions and great need for new mechanisms to resolve the disagreements that flow from change.

Some new approaches suggested in a study of California campuses reported by Mr. Sedway are probably just the beginning of approaches of how we might resolve campus-community issues. What new opportunities exist for a new or changing campus?

The discussion of the Sagamon State campus in Illinois may provide some interesting leads. The questions raised were: "Should the University act as a developer"? "What is the University's role in active community change outside of its own institutional facilities"?

Years ago, the University of California again provided some notions about what might be done. In an early study of the statewide system and of the need for new campuses, it was suggested that the University ought to buy land around new campus sites to control urban development. It would lease the land or sell it with a plan stamped on it. The University was to have a direct involvement in the development process. We are becoming a little bit more sophisticated about that idea. Some urban universities (some of whom have had grave difficulties with their communities) are now beginning to emerge as entrepreneurs in community development. These universities, sometimes in another guise or another form of organization, actively involve themselves in the urban development process. I think we will see more of that. One of the interesting potentials is the university as a developer or as joint venture parties with other developers in building new towns. In the future, newer universities will control, or be deeply involved in the community planning process, in the process of land-use decision process in their immediate neighborhoods.

There are also a number of potentials in universities as developers in Title VII of the Housing Act of 1970. Appropriations for these programs are not very stunning; but universities with both the old and the new campuses, stand to benefit from this new set of opportunities. The university as a general land developer. That is surely an "otherwise" thought.